Factors affecting the effectiveness of Public Private Partnership (PPP) in Plots Allocation Project: The Case of Mvomero District

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DECEMBER, 2013
CERTIFICATION
We, the undersigned certify that we have read and hereby recommend for acceptance by the University of Mzumbe a dissertation entitled: “Factors Triggering Ineffectiveness of PPP in Plots Allocation Project: The Case of Mvomero District”- in fulfillment of the requirements for the degree of Master of Business Administration Corporate Management of Mzumbe University.

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Special thanks also are extended to all the respondents who responded to my questionnaires and gave me valuable information which enabled me to accomplish this dissertation.

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DEDICATION

This work is dedicated to Zuhura Katozo, my beloved mother, who has always been the spirit of my inspiration through tireless efforts and encouragements for my achievement.
ABSTRACT

This research is on assessment of the Factors affecting the effectiveness of PPP in Plots Allocation Project at Mvomero District in Morogoro region. The specific objectives were to determine the extent to which PPP is not effective in plots allocation in Mvomero, to determine the factors that affect the effectiveness of PPP in plots allocation in Mvomero District and to suggest possible actions that can be employed to promote effectiveness of PPP in plots allocation at Mvomero district.

The research design used was case study whereby a single unit was selected and primary and secondary data were collected through the use of different data collection methods such as interviews, questionnaires and documentary review. Analysis of the collected data was done. The findings of the study indicated that Mvomero district lacks financial resources, has low management capacity due to shortage of personnel to effectively manage plots allocation through PPP approach.

Based on the available findings it was concluded that land administration as a public good needs to be accessible and affordable to all especially at this era of urbanization. District authorities require adapting and recognizing customary land rights; to understand indigenous land management systems; and to respect the rights of marginalized groups. It is recommended that there should be development of public sector capacity to prioritize, plan, appraise, structure, and financially support the plots allocation project through PPPs approach.
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<tr>
<th>Abbreviation</th>
<th>Description</th>
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<tbody>
<tr>
<td>ADB</td>
<td>African Development Bank</td>
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<tr>
<td>CBOs</td>
<td>Community Based Organizations</td>
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<td>EPM</td>
<td>Environment Planning Management</td>
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<tr>
<td>GPS</td>
<td>Global Positioning System</td>
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<tr>
<td>IFC</td>
<td>International Finance Corporation</td>
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<td>MVO</td>
<td>Mvomero</td>
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<tr>
<td>NHC</td>
<td>National Housing Corporation</td>
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<td>PFP</td>
<td>Privately Financed Projects</td>
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<td>PPP(s)</td>
<td>Public Private Partnerships</td>
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<td>UNDP</td>
<td>United Nation Development Programme</td>
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<td>UN</td>
<td>United Nations</td>
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<td>UNHS</td>
<td>United Nations Human Settlement</td>
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CHAPTER ONE
AN OVERVIEW OF THE STUDY

1.1 Background to the study
Africa and especially sub– Saharan is experiencing rapid urbanization. For example, it is estimated that Africa contributes 40% of the world population that lives in urban areas (Majare, 2002). The increase in population that lives in urban areas is triggered by the tremendous growth in population in Africa and other part of the world. In Tanzania urban population grows at a rate of 6% per annum (World Bank, 2002). The growth in urban population has significant effect in several facets. In particular, it poses significant challenges for the spatial planning, financing and provision of urban infrastructure and services, whether these are provided publicly or privately. Continued population growth further multiplies demands for infrastructure and services in Tanzania’s urban areas, where local authorities are already struggling to fulfill their mandates for urban service delivery. In residential areas, urban population growth is likely to lead to increased densification in both planned and unplanned areas and the expansion of mostly unplanned settlements on the peripheries of cities and towns (Mwiga, 2011).

Morogoro urban is the most densely populated district in Morogoro region and experiences high rate of urbanization. Mvomero is one among districts in Morogoro region which experience such rapid urbanization. For example, according to the 2002 Tanzania National Census, the population of the Mvomero District was 260,525 and this figure is thought to increase overtime.

As the population in Mvomero urban has been increasing, the town has simultaneously been facing rampant needs for land and buildings; this has led to the increase in use of unsurveyed land for shelter etc. For few planned residential areas, land is allocated with minimum or no infrastructure (Kironde, 2006). This situation forces majority of the urban population to find shelter in informal settlements that in turn grow faster than formal settlements.
This rings the alarm to the central government in collaboration with local governments (as implementers of the plots allocation projects through the use of PPP financed by the PPP board) to put in place or adopt effective measures to survey and allocate or avail formal/legal build block land with basic services/infrastructures like roads, water supply, electricity and sanitation to the greater portion of the urban population land seekers.

It was expected that public private partnerships (PPPs) arrangements between government and private sector entities for the purpose of providing public infrastructure, community facilities and related services in Mvomero district would have improved plot allocation projects in the district. Since such partnerships is characterized by the sharing of investment, risk, responsibility and reward between the partners. Due to the fact that the reasons for establishing such partnerships involve the financing, design, construction, operation and maintenance of public infrastructure. However, until to date there is no PPP contract for effective plot allocation project in Mvomero district which reflect all aspects of the PPP arrangement (e.g. responsibilities, risk allocation, payment mechanism.

1.2 Statement of the problem
In response to the increasing population and surveyed land for use in urban areas, the government introduced PPP board which among other things provides loans for surveying plots in local government authorities. Regarding the Ministry of Lands, Housing and Human Settlement Development, the budget estimates for 2010/11 was 47.8 bn/- for urban planning in general including plots allocation in particular. For example, Mvomero district applied for a loan of 462,880,000 Tshs but only TZS. 171,000,000 were given as loans in year 2010/2011 for this purpose. In other Districts, for example Bagamoyo, Babati, and Karatu, loans are also provided for land survey and allocation projects.
The objectives of such loans are urban planning, land surveying, which include plots allocation project as a means of avoiding land related conflicts, and to ensure proper urban planning. In some districts, land survey and allocations projects are reported to be very successful. For example, in Babati and Karatu districts, TZS 294,000,000/ was given and 2013 plots have been surveyed and allocated. In Kibaha district, TZS. 211,000,000 were given and plots were surveyed and reallocated in year 2010/2011.

Although significant amount of loans have been received in Mvomero District for land survey and reallocation, there are still shortages of planned land, lack of basic services in few of planned land. This study therefore seeks to find out the factors that turndown the effectiveness of PPP in land survey and reallocation projects. Also, this study will seek to provide recommendations or remedial actions on how the district authority can provide planned land to different land seekers, for housing and other social services as well as creating an enabling environment for development of urban planned land.

1.3. Study Objective
The objectives of this study are categorized into two parts, general objective and specific objectives. In the sub-sections that follow (i.e. sub-section 1.3.1 and 1.3.2), the details of each category are provided.

1.3.1 General objective
The main objective of this study was to examine the factors that limit the effectiveness of PPP in plots allocation in Mvomero District

1.3.2 Specific objectives
i. To determine the extent to which PPP is not effective in plots allocation in Mvomero
ii. To determine the factors leading to ineffectiveness of PPP in plots allocation in Mvomero
iii. To suggest possible actions that can be employed to promote effectiveness of PPP in plots allocation at Mvomero district

1.4. Research Questions.
The objective of this study is supported by two main types of research questions, general and specific research questions. In the sub-sections 1.4.1 and 1.4.2, the details of each category are provided

1.4.1 General research question
The general research question of this study is; Is PPP in plots allocation project at Mvomero district effective?

1.4.2 Specific research questions
i. To what extent PPP in plots allocation project at Mvomero district is not effective?
ii. What are the factors that affect the effectiveness of PPP in plots allocation project at Mvomero district?
iii. What are the possible remedial actions that can be taken to promote effectiveness of PPP in plots allocation at Mvomero district?

1.5. Significance of the Study
The study on effectiveness of PPP in plots allocation project at Mvomero district will be significant to the different stakeholders both providers and recipients of the project. More specifically, the study is significant to the organizations and management, to shareholders, and to the researcher.
To the organization and management: The study will contribute to bridging the knowledge gap on the PPP by identifying factors that affect the effectiveness of PPP and determining the constraints/challenges that have influenced the level of performance. Recommendations for remedial actions are meant to contribute to building a robust and sustainable PPP and the manner on how can effectively be utilized.
To shareholders: This study will be helpful since the findings will help to know what issues influence the effectiveness of PPP in plots allocation project and the extent to which the local government (loans board) management put forward efforts towards managing such issues. With that finding it will help them to realize their profit in investing in the particular projects.

To the researchers: The study shall provide guide and become useful to future researchers who will be interested in carrying out researches in the same area.

1.6 Scope and delimitation of the study
The study is focused on the effectiveness of PPP in plots allocation project in Mvomero district in particular. The study does not study the effectiveness of PPP in plots allocation project in other districts of the same region. The study is narrowed to this coverage because it is the district that so far is known to be ineffective in land survey for modern houses despite of the enormous amount of funds that have been provided for the said project. As explained in the statement of the problem in section 1.2, the study will concentrate on determining the factors that affect the effectiveness of PPP in plots allocation project and at the same time propose the way forward. The decision to focus on one district is also triggered by the time and financial constraints. In particular, the time given for this study was too short in such a way that it did not provide the possibility to study in other districts. In addition, studying in more districts requires more funds for this purpose but very small amount of money are available for this study.

1.7 Limitations of the study
This study was affected by several factors. Time constraint was one of the factors that undermined this study. The time granted to accomplish the research was too short in such a way that it was difficult to cover the big sample, so only a reasonable sample size was used. Difficulty in data accessibility was also a barrier to the effective conduct of this study. Due to confidentiality and management reasons some information was not given by respondents. Lack of cooperation is also one of the factors that affect many
researches and which affected this study as well. Some members of staff were unwilling to provide the necessary information to the researcher. This also affected attainment of the intended amount of data for this study. Funds were also another limiting factor. Money was required to support issues like stationeries, printing, photocopies and transport but the money for research was not enough leading to great challenges in data collection.
CHAPTER TWO
LITERATURE REVIEW

2.1 Introduction
This chapter explores both the underlying theoretical as well as empirical studies that are of relevance to this area of the study. The chapter is divided into sections. Section 2.2 describes the possible factors that affect the effectiveness of PPP on plot allocations. In this chapter, analysis of the conceptual framework on which this study is built and the underlying assumptions as well as definitions are provided. Also, the Chapter describes the relationship between variables and finally provides a clear picture of the research problem.

2.2 Planned Urban Land Delivery
Access to land for housing is one of the major problems faced by almost all developing countries. Urban land problems vary according to a particular town or city and its size, topography and public policy (Swam, 2002). Rapid urbanization and accelerated urban population growth necessitate new considerations of the ways in which urban development is regulated. Services and amenities are planned and managed so that the city and fawn space provide an inhabitable and healthful environment (Majale, 2002).

Urban population growth in developing countries has posed multifaceted challenges both to urban administrators and dwellers. The unprecedented urban growth has been at higher rate as compared to the supply of serviced land for development. The consequence has been proliferation of informal settlements. Public authorities have failed to provide the urbanizing population with necessary services anti infrastructures including planned land, for orderly development (UN-Habitat, 1996, 2001). Over 60% of the population in Nairobi Kenya that live in unplanned settlements (UN-Habitat, 2000). In Mumbai India over 50% of population live in informal settlements, this has been due to scarcity of space and inability to pay the regular prices and partly due to the inefficient policy framework (Lall, 2001).
According to Sivam (2002), an informal market for land and housing has emerged in most developing countries because of the inability of the formal market to meet the demands of the majority of urban residents. Informal settlements have grown but not in the same way or to the same extent in all developing countries or even within the same country. For instance, they account for 35% in Peru as per 1998 research report, 84% in Cairo Egypt as per 1993 research report, 49% in Delhi India as per year 2000 research report and 85% in Addis Ababa as per 1993 research report.

2.3 Government Efforts to Solve Planned Urban Housing Problems

According to Fekade (2000) objective of public urban land management is provision of affordable buildable urban land in sufficient quantities and guidance growth of cities and ensuring their efficient functioning. Shabbir (1993) argued that urban management is a holistic concept. It is aimed at strengthening the capacity of government and NGOs, to identify policy and program alternatives and to implement with optimal results. McGill (1998) concurs with the need to strengthen government and other players, such as NGOs in the urban management process. The government is not the only player in managing urban development. NGOs have an enviable record of working with community groups especially in squatter upgrading. However they should operate in the context of an agreed strategic framework.

Amos (1989) in his paper about strengthening municipal governments stated that, municipal government is essentially responsible for urban management. That is the constellation of activities which collectively shape the economic, social and physical development of urban areas. The latter are done to ensure an adequate provision of essential services and to promote economic development and human well-being. He also argued that a good urban management depends on the power to coordinate the activities of a variety of agencies at national and local level.

McGill (1998) suggested that urban management in developing countries should seek to achieve the simple but fundamental twin objectives of; planning for, providing and
maintaining a city’s infrastructure and services and making sure that the city’s local government is in a fit state organizationally and financially, to ensure that the provision and maintenance. Local government is therefore seen as the necessary driving force to integrate all players in the town/city building process. By integrating all the players, one harnesses the urban development.

There are a number of government formal approaches, strategies and programmes deployed to solve urban housing problems and the emergence of informal housing.

Public housing programmes: According to Malpezzi and Sa-Adu (1996) direct interventions in housing began in the colonial era. Colonial administrations provided housing for expatriates as part of the employment contract. After independence, the emerging nations of Africa simply transferred this perquisite of office to indigenous officials. Governments interpreted the demand for urban housing more as welfare question and legitimate right of a newly liberated people than as part of a crucial national economic sector. It became fashionable in several African countries to establish large sale construction programmes, some aimed at low-income households and some for the elite.

The programme was implemented by establishing bureaucracies, a multitude of urban development or housing authorities and corporations. However, the building standards and resultant high costs were very prohibitive by local standards. Most building codes forbid the use of affordable indigenous building materials and designs, which lowering costs fit the cultural preferences of low-income, most often rural-urban migrants. In cases where local people were allocated houses, sitting was too far from employment centres. Others decided to sub-let to higher income people for instance in Bangkok Thailand as per 1993 research report.

Sites and services programmes: According to Fekade (2000), growing realization of costliness and ineffectiveness of direct public provision of housing led governments in
1970s to adopt sites and services which were seen a more realistic approach. The programme was funded by the World Bank which considered shelter provision as one of the cornerstones of the basic needs oriented development paradigm. In implementing the programme governments provided necessary infrastructures such as roads, electricity, water, drainage and waste disposal on public or government-purchased or subdivided plots. The programme was expecting to recover costs whereby the cost of price of plots would have to cover the cost of service provision. After allocation the targeted low income residents were expected to construct houses on their own, in a manner of phasing as their income allows.

Different approaches or measures or reforms have base been employed by different ways worldwide to overcome the scarcity of land and deliver planned land to the demanding urban population. These include nationalization of land, compulsory acquisition of land, land banking, land readjustment/pooling/consolidation (e.g. Kathmandu valley Nepal in 1988), and land restitution. All these measures are hacked by a land law reform policy. The approaches have not been successful in all countries. For instance with compulsory acquisition of land in Algeria, land owners refused to sell land to state because prices for compensation (US$5.4 per square meter) offered by the government were too low as compared to that in informal sector, depending on the level of services whose prices ranged from US$200 per square meter in secondary city centers to US$400 in the center of Algiers (Farvacque & MeAuslan, 1992). In India although the land acquisition policy gives the power to public authorities to compulsorily acquire land for public purposes, it is cumbersome, expensive and time-consuming process. The relatively high cost of land acquisition has resulted in financial constraints to public authority (Sivam, 2002).

Land banking, in which the state compulsorily acquires land for public or private purposes, has been extensively tried in Korea. Though successful in terms of meeting its quantitative objectives it has been criticized by being less than market-value
compensations to those from which land is compulsorily purchased usually low-income. Land readjustment/pooling which involves the consolidation of a group of adjoining landholdings in pen-urban areas in order to design, service and subdivide has been successfully applied in urban settings in Germany Japan and Korea. The layout provides for open spaces, streets and infrastructure and for building sites. Some of the plots are sold to recover the costs. The remaining is redistributed to the landowners whom they could in trim sell out or build on. The process brings the owners together for a unified objective and project costs and returns are shared. The process is fair and cost-effective. This approach is possibly transferable to upgrade or redevelop informal settlements (Fekade, 2000).

Despite its conception and improvement on the public housing programmes, sites and services programmes did not achieve their objectives for many reasons. One is that, the programmes assumed significant public financing and subsidies, which rendered unrealistic due to shrinking of budgets yearly in many African countries as well as reduction of funds inflow from multilateral and bilateral financiers. Regulatory procedures was another hindrance, procedures were bureaucratic, resulting in implementation delays, hence cost escalation. The standards established were too high for local conditions and unaffordable to low-income residents (Fekade, 2000).

2.4 Experiences of Land Delivery Projects in African Countries

According to Kalabamu (2004), European colonial powers introduced urban land administration systems in Africa that were modeled on the systems of their home countries. The extent, to which indigenous tenure systems were understood and recognized varied from colony to colony, but it was generally believed that only a formal system based on a European model could provide a framework for urban development and protect the rights of urban owners. Thus, both formal land delivery systems are coexisting in many African cities. Of serviced land for development
The urban growth rate in Sub-Saharan African countries has been increasing tremendously relative to supply. As a result informal settlements have dominated in most urban settlements with government failing to cope with the demand for surveyed and served plots. A condition to UN Habitat (2000, over 60% of the population of Nairobi live in one of the 133 informal settlements; these in total in occupy only 5% of land. In Dar es Salaam, 80% of all residential houses found in the unplanned settlement, which suggests that majority of urban residents are accommodated in informal settlements without basic facilities (Kironde 2006).

In Botswana, several initiatives have been done to tackle rapid urbanities and shortage of land and housing. For several years government has been initiated plot supply project. For example, in 1966 Gaborone Town Council initiated a Self Help Housing project at Bontleg, by surveying and servicing about 380 plots. However, the plots were allocated with very little control in selection of beneficiaries or during the building process. The second project involve 3000 plots was financed by the United Kingdom Overseas Development Administration (ODA). This was intended for squatters who were being relocated from land earmarked for industrial development. In the mind 1970s, the government pun chased freehold farm. About 6,000 plots were surveyed for low, medium and high densities, shopping facilities and industries. From the project 70% of all plots were for self-housing.

In 1980s’, the government acquired several freehold farms and converted them to stake land for urban uses. About 3,000 hectares were subdivided into residential neighborhoods. Among the surveyed plots 15,000 were for residential, mixed of income groups. About 20,000 people applied for plots Gaborone alone. Between 1990 and 2000 the demand for residential plots for Gaborone alone was estimated at 44,000.

On the basis of these estimations, the government introduced the Accelerated Land Servicing Programme (ALSP), under this programme; the government was able to service a total of 10,200 residential plots in Gaborone.
Kalabamu (2000) notes that there have been joint efforts between the government and private sector. According to Kalabamu (2004), the city of Gaborone had a total of 33,342 serviced residential plots of which 23,294 were fully developed or in the process of development. A total of 10,049 state land plots were yet to be allocated or had been allocated to people. From 1998 to 2001 about 20 companies were allocated a total of about 75 hectares of state land to service and build block of flat. The government intended to complement private sector efforts by servicing and delivering approximately 7,873 plots between 2001 and 2005. Access to land in Botswana does not depend on need but on income group of applicants, and that the benefits accruing to holders of rights depends on the type of rights.

Gold (2006) examined sustainable options for enabling the urban poor in Namibia, by looking at the capacity of local authorities in keeping pace with the demand for secure land tenure due to rapid urbanization. The most marginalized of the urban poor cannot afford the high plots, and local authorities have the problem of ensuring that serviced land is provided.

The core problems of land delivery in Namibia according to Gold are high in costs of physical planning land, surveying, registration as well as provision of comprehensive services. Another problem is the cumbersome procedure of transferring land from freehold titles. As a result, the residents who are moving into urban centers and want land immediately fail to get it. They opt to settle in difficult areas where services are not easily accessible. The situation leads to emergence of ghetto type of living conditions with deteriorating environment and increasing health problems.

To overcome the situation, the Government of Namibia introduced the Flexible land Tenure Systems, with the aim of adjusting planning procedures to deal with the rapid urbanization. The objective of a flexible land tenure system was to enable access to
affordable land for the marginalized sectors of the population Gold (2006). Although the population of Namibia is small (1.8 million people in 2004) of which 26.5% live in urban areas, the problem of access to service land and secure land tenure is linked to rapid growth of the spontaneous and unplanned informal settlements.

Kenya like any other developing country in Africa had also undertaken several schemes/projects aimed at solving the shortage of surveyed and serviced plots for housing particularly in urban areas using different approaches. Musyoka (2004) observes that between 40% and 80% of Kenya urban population is estimated to live in informal settlements, the proportion varying between different cities and town. The municipalities and urban areas account for 23 of national total of poor households. Land in Kenya can be owned by state, private and customary. About 20% of land is owned by the state, which includes all areas that fall in hazardous, undeveloped land earmarked for public utilities like school, health centers. While 12% is privately owned, that also includes settlers’ farms, and freehold land. Customary land is 68%, mostly being clan land, and most of it is occupied by smaller holders.

Private individuals purchase the land from customary land. Experience shows that, occupiers of customary land in informal settlements are often tempted by the rich to dispose of their land. The private land buyers have therefore displaced the poor. Often, the poorer moved to other areas where they start new unplanned settlements. Mkenda’s (2006) finding from Makovo settlement in Kenya reveals that, most of the land is allocated to few people who have the resources, and the upholding land for speculation purposes.

The ownership of land in Uganda can be through public, leasehold, private, customary and ‘Mailo’ system. A study carried out by Nkurunzinza (2004), shows that both formal and informal land delivery system are practiced in Uganda, based on concepts and administrative systems introduced by colonial and pre colonial leadership. Land delivery
system has proved unable to cope with the demands of rapid urban growth in contexts of extreme poverty and limited state capacity to provide formal land.

According to Nkurunzinza (2004), formal land delivery system has been inefficient thus, leading to increased difficulties in securing land for housing for the livelihood of urban poor. Access to land in Kampala is primarily through buying which is pursued through either lump sum or installments cash payments. However, the channel seems to be disadvantageous to women and the poor. The largest supply of land in Kampala comes from sub divisions of Mailo land. Most households’ access to land is through informal bureaucratic, expensive and cumbersome procedures. The other source of land in Kampala is the church, mainly Romanic Catholic and Anglican Churches, which own substantial areas of land in the city. There are many families that have settled on church land over time, albeit illegally.

Informal access to land has been shown to be far cheaper than land accessed through formal means. The formal means of land delivery is said to be cumbersome and expensive, hence not affordable by the poor.

Ikejio et al (2004) argued that, despite the Nigerian Government and its agencies’ efforts to improve land delivery, formal and informal land supply procedures are inefficient, creating more urban poor. The federal, State and Local Authorities are involved in acquisition of land from customary and private tenure for public use. The acquired land is usually serviced and allocated to individuals and groups with development conditions. It was observed that, those who are allocated land in Enugu are wealthy enough to purchase the land. The government has tried to adapt sporadic efforts to provide the so called ‘low cost housing and serviced plots’ but no serious attention has ever been paid in meeting the land and housing needs for the urban poor, despite the existence of good social policies.
It can be concluded that, most of the African countries have expressed concern for poor human settlements by introducing various development schemes, programmes, projects and other land delivery systems that need to provide sustainable settlements. Most of the governments on solo basis, strive to mobilize to acquire, survey and service land for the needy. Usually what is done by most of the countries is to upgrade the existing informal settlement, formalize or regularize. However, it is an exception for the government of the Botswana which has managed to acquire land and introduce housing schemes in collaboration with private sector to overcome the shortage of surveyed plots.

2.5 Principles of PPP in relation to Plot allocation

The origin of PPPs is not clear, however, the UK Government made the first determined push for the use of private sector financing of its infrastructure projects under the Private Finance Initiative (PFI) which was embark on in the UK in 1992 (Lambert and Lapsley 2006). These include determining that a project proceeds because of community needs rather than because the assessment was favourable towards the partnership method of financing. Moreover, accounting admittance issues regarding debt are evaluated subsequent to rather than before the project is approved (Quiggin 2004).

PPP are used worldwide and there use is ever-increasing. Watson (2003) spot out two main reasons for its increased use. The first is for government to reduce debt and the second is to attain value-for-money (VFM) from these large projects. Lilley and De Giorgio (2004) as well identify VfM and the timely delivery of new infrastructure as the main reasons for its increased use. In Australia, in the ten years to 2000, approximately $72 billion of public assets were transferred to the private sector. This represents 12% of Australia’s infrastructure assets Earl and Regan (2003).

PPP allow for greater expectedness of costs for the government and revenues for the private company since both of these are well spoken in the contract. However, it can also be reasoned that by locking itself into such a long-term agreement, the government faces
the risk of not being able to re-negotiate the contract if and when circumstances and needs change over time. There is a real need to comprehensively evaluate PPP projects, although there appears to be resistance because access to vital information must come from both partners; the government and the private sector unit (Spackman, 2002).

PPPs are designed to enhance the mutual sharing of costs, risks and benefits of infrastructure projects between the public and the private sector by taking advantage of the strengths of either side while simultaneously overcoming their peculiar limitations. In a nutshell, a well thought out and adequately structured PPP arrangement should efficiently and effectively achieve superior results than the traditional public sector infrastructure financing approaches. The PPP approach is expected to eliminate the decision making and managerial bureaucracy associated with the public sector Perrot and Chatelus, (2000). It further positively draws from the good credit rating and general goodwill of the public sector to consolidate market based procurement of project finances while ensuring less resistance from the general public. The private sector’s limitations in managing macro level public infrastructure risks as pointed out by Carnevale (2002) can be overcome through the backing by the government in policy formulation for implementation of PPP.

Regardless of the theoretic grounding of the use of PPP in infrastructure, there is widespread documentation of the varied experiences of countries across the globe. In Europe, most PPP models are derivatives of the French concession model and the British Public Finance Initiative (PFI) model. Karisa and Dantas (2006) point toward that PPP were instrumental in the development of high-performance roads in France originating from the use of concessions and tolls for financing motorway construction by public companies from the mid 1950s. They document several major issues arising from France’s experience with concession as a form PPP. These include the relative advantages and disadvantages of motorway financing through cross subsidies; relative
advantages and disadvantages of toll financing of highways; efficiency of private recognition for highways; dilemma of regulating toll rates of concessionaires; importance of guarding against potential conflicts of interest when construction companies participate in concessions and relative ability of public and private sector companies to take environmental considerations into account.

25.1 Application of PPP in Tanzania
Developing states including Tanzania over the recent years has recognized the importance of involving Private Sector in the provision of the Public Services. This move has seen the recent enactment of the PPP Act in April 2010. The Act lays framework upon which the government and municipals may engage the procurement of private sector in the provision of the public based services and projects.

Mostly PPPs in Tanzania are being undertaken through the private sector development programme, and have mainly involved direct service delivery (URT, 2009). New investments in physical infrastructure development using Public Private Partnership basis are low, a few exceptions are in the power and communications sectors. There has been a limited success. PPP implemented in Tanzania are concession agreements for running existing enterprises with limited provisions for rehabilitation and new investments. Following embracing of liberalization policies, there has been an increased involvement of the private sector in investment and provision of services which previously were being provided by the Government (URT, 2009). For example, in the case of services, PPP have been implemented successfully by Faith Based Organizations (FBOs) in education, health and water sectors for many years. In the case of other sectors, the performance has been mixed largely due to the complexity of such undertakings and lack of clear guidelines on the criteria for public and private sector partnership (Josephat, 2009)
Furthermore, the action plan included six strategies: decentralization, improvement of central health systems, health management, financing, human resources, and partnership (URT, 1998). In order to devolve more power to the local level, the Local Government Reform Programme (URT, 1998) was formulated as a policy instrument to facilitate decision making and accountability in municipalities and district councils on public health-related matters amongst others. These policy documents made it clear the government’s intention to work closely with the private sector (for profit) and non-governmental organizations (NGOs).

2.6 Factors that may affect the effectiveness of PPP in Plots Allocation

Effectiveness of PPP in plots allocation may be affected by many factors. Theoretical literature suggests that not all factors can be common in all countries or districts. That, is to say the factors affecting the project may differ from place to place. Among the factors that are suggested in the literature include: shortage in manpower, delays in approval of plans, delays in the processing of the Certificates of Occupancy, behaviour of land officers, double allocation, consent for transfer of rights, inefficient revocation process, illegal changes of use, allocation committees, undervaluation to evade tax, political interventions, ethical behaviour and employee discipline, resistance of residents who reside in the unsurveyed land to evacuate the place, lack of funds to compensate land owners to evacuate the places.

Shortage in manpower: Shortage of manpower and equipment is one of the factors that turndown the effectiveness of the PPP in plots allocation projects (Mohd Zin, 2008:124). Shortage of manpower, lack of modern equipment and outdated technology are main problems that affect land sector in most countries. Lack of base maps for example, may constrain preparation of layouts and hence plot production.

Delays in approval of plans: The approval process for town plans and survey plans takes a long time at the Ministry of Lands. Approvals are instantly granted when close
follow up and kickback offers are made by town planners and surveyors who brought the plans from the regions and districts. The kickback bills are pre-footed by clients in originating stations. It has been reported that the Director of Surveys and Mapping office has introduced a system where jobs brought by private surveyors are treated on fast track basis as opposed to jobs submitted by government surveyors. This was testified by Hai District officials who said a survey that belonged to one Member of Parliament and which was done by a private surveyor was at one time approved within a very short time whereas a survey plan submitted by a government surveyor within the same period and for the same town took three years to be approved without good cause. It seems an official fast track service has been established in the survey department for private surveyors only (Odgaard, 1999).

*Delays in the Process of the Certificates of Occupancy:* Procurement of certificates of occupancy takes too long. In pursuance of the aforesaid some dubious means of trying to expedite the process has been designed. In Kilimanjaro, it is said that to solve this problem people have adopted a system whereby they contribute between Tzs. 20,000/= to 30,000/= for each certificate holder and hand it over to an agent who takes the certificates to Dar es Salaam. The agent once in Dar es Salaam uses the proceeds at the office of the Commissioner for Lands to secure the certificates signed quickly (Odgaard, 1999). That way the process takes shorter time than when they are left to be processed through the normal procedure. Grassroots stakeholders said that the delays in the processing of certificate of occupancy are being fuelled by corrupt malpractices. Dar es Salaam was cited as an example where for one to get his certificate processed he/she should be ready to bribe (Odgaard, 1999).

*Behaviour of land officers:* It was reported that land officers are only interested in allocation of plots where they access bribes. They have cultivated a habit of forcing clients or landowners to appear in person in their offices rather than attending to the files. Land allocation is just a small part of the duties of the land management. Other
areas; such as enforcement of development conditions and processing title deeds are not attended by land officers. Citizen’s efforts to regularize unplanned areas have received no support from the Ministry. The Makongo residents in Dar es Salaam, for instance tried to draw their regularization plan for the area, but the Ministry has declined to approve it. Individual plans prepared in unplanned areas are approved with kickbacks (The Gender Land Task Force, 1998).

Double allocation: Double allocation cases have been reported in all districts where the study was carried out. Incidences of having one plot allocated to more than one individual are mostly done by land officials deliberately for not following allocation procedures; and motivated by personal gains. For example, Plot No. 20 Them industrial areas in Arusha Municipality represent a case where a plot was allocated to Arusha Technical College before the revocation and paid compensation to the previous owner. As a result the previous owner refused to allow the Technical College to own and develop the plot (Shivji, 1998).

Consent for transfer of rights: It was reported that some land officers receive bribes so as to issue consent for a transfer of certain right of occupancy. The issuance of consent for disposition is also said to be another area where incidences of corruption occur. This is due to the fact that there are no clear-cut criteria under which the land officers base their decision to deny or give the required consent. A case cited to justify corruption incidences that happen by way of transfer was a transfer by auction on properties where auctioneers colluded with the buyers to accept low auction prices of the properties. Live case cited here was an auction of a house on a plot where an auctioneer demanded a bribe from the owner of the house in order to sell it at a lower price than its actual market price (The National Land Forum, 1998)

Inefficient revocation process: Some of the interviewed pointed out that the revocation process of undeveloped plots takes too long to be cleared at the headquarters. Some
suggested that the Regional Commissioners be empowered to revoke titles on behalf of
the President. The undeveloped plots attract corruption as capable developers use
corrupt ways to obtain them, corrupt land officers utilize such occasions to acquire
bribes and reallocate the plots without due process of the law (World Bank, 1992).

*Illegal changes of uses:* Cases of changes of use, particularly the creation of residential
plots on public open spaces, violation of building lines, invasion of open space in the
central areas, erection of business stalls and garages on road reserves, haphazard
mushrooming of petrol stations etc, is a very common phenomena in towns. Such
situations constitute a failure on the part of planners and land officers to enforce the
plans and regulations guiding urban development. The survey revealed that some of
these contraventions had ‘permits’ from the authorities; and even for those not having
permits the council’s decision to collect taxes and other duties amounts to approval by
implication. In Korogwe town, this was attributed to conflict of mandates between the
District Council and Korogwe Township Authority. Illegal changes of use resulting from
conflict of mandates were also reported in Moshi Municipality. The Regional
Administrative Authority has allocated a piece of land on road reserve to a Dar es Salaam company for construction of Vodacom antenna contrary to urban regulations
(World Bank, 1992).

*Allocation Committees:* Contrary to the popular belief that plot allocation committees are
fair bodies of plot allocation practice, there have been raised issues that such committees
have sometimes been used as instruments of unfair allocations and as a shield against
being held responsible for the unfair allocations carried out by it. It was reported that at
one sitting of a certain allocation committee each committee member was given a
chance of producing before the committee four names of the persons he wanted to be
given plots without any regard to the list of applicants that was tabled before the
committee by the secretariat. That offer meant that a substantial number of genuine
applicants had to miss the plots and the plots were corruptly allocated to the illegal applicants (Abubakar, 1989).

**Undervaluation to evade tax:** In Moshi it was reported that in the year 2003 there were 3 cases of valuation exercises that were undervalued with intent to evade stamp duty and capital gain tax. It was also revealed that although it is difficult do get tangible evidence to prove it, circumstantial evidence showed that there is a practice of values to collude with clients who sell their properties to underestimate the value of the properties with an aim of evading or paying less tax than that which they are required to pay. This denies revenue to the government. Actually the value and the property owner share the difference at the expense of the government (Shivji, 1998).

**Political interventions:** It was reported that there are incidences where people do not conform to the permitted use of land as according to town planning regulations. When such incidences occur, government officials enforce the law by requiring those who have breached the law to demolish whatever they have illegally erected (Shivji, 1998). Political leaders however interfere with such orders by telling those concerned not to obey the government official orders. For example a certain Member of Parliament is said to have interfered with such orders when those who had squatted at the Machame junction in Hai District were ordered to demolish their ‘huts’. Complaints were received that some people were colluding with local leaderships to encroach public open spaces. One example was a businessman who colluded with the party local leaders of the area in Arusha Municipality to build on an open space (Wilson, 1997).

**Ethical behaviour and employee discipline:** For the purpose of achieving the objectives set by the local government on how to effectively utilize PPP on plot allocation, personnel should be informed or reminded about accepted standards of work ethics and conduct so as prevent any undisciplined behaviour that may discredit the local authorities' services (World Bank, 1992). Even though disciplinary problems are among
of serious concern to local authorities, its increasing trend can have a negative impact on their efficiency and effectiveness. Recognizing the importance of discipline, high ethical standards and productivity, a number of approaches have been adopted by many government agencies including local authorities since the late seventies. Among others, these initiatives include the introduction of Code of Ethics in the Public Service, Manual of Office Procedure among others (Wilson, 1997).

2.6 Empirical literature review

Empirical literature on the effectiveness of local government financing to improve public land and plots management is available. One of the popular studies in this area is by Angus and Mohamed (2011). They found that internal local government funds are important in plots allocation and land management. They further argue that the funds can effectively mitigate fraud and fraudulent activities in the Public land if it is adequately provided and used for the purpose in which it is provided for; that is for land survey and allocation.

Adequate equipment and competent staff are paramount for effective land survey and allocation projects. Angus and Mohamed (2011) in their study recommended that Government should provide an adequate equipment and staff for land survey and allocation projects. This suggests that inadequate equipment and lack of competent staff for that purpose may embed the land survey and allocation projects.

Davis (1999) studied on the relationship between plots allocation and financial activities of local authorities. The study revealed that local government plots allocation is heavily influenced by financial activities and mandatory compliance requirements. In many cases, non-compliance could result in fines for the local authority, and in some cases criminal prosecution of staff involved.
Regulatory framework in planned land in urban areas has also an impact on the effectiveness of land survey and allocation projects Mwiga (2011). It is argued that regulatory framework may be supportive for cadastral works, but not so related to provision of basic infrastructures and land development.

In the study conducted by PCB (2005) on the incidences of corruption in the land Sector plot allocation. The study adopted survey research design prior to fieldwork; available literature of the subject matter were studied, in order to understand aspects of corruption on land planning, management, surveying and allocation of property rights that encompassed the following Fieldwork visits to 8 Municipalities (Ilala, Kinondoni, Temeke, Morogoro, Iringa, Moshi, Tanga and Arusha), 4 towns (Songea, Mafinga, Korogwe and Hai), and 5 Villages (Kambala, Msolwa, Msindo, Lumecha and Namwawala) was made to collect relevant information regarding land disputes and conflicts that had clear features of corruption. Semi-structured questionnaire and checklists to interview and get information from stakeholders was administered.

A participatory reflection appraisal approach was used to enable stakeholders identify issues of corruption and provide proposals to combat corruption in the land sector. Interviews with experts at the Ministry of Lands; Regional Secretariats, District and Municipal Offices, together with various political leaders and individuals concerning problems on land administration revealed the issues that have a bearing on corruption such as ways on how to obtain building permit.

Mwiga (2011) conducted a study on evaluating the effectiveness of the regulatory framework in planned land in urban areas the case study of Dar es Salaam city 20,000 plots projects. With the view of the study it intended to investigate the effectiveness of regulatory framework in facilitating the process of availing planned urban residential plots and development for land seekers in the context of the 20,000 plots projects. The study adopted case study design to collect primary and secondary data were harnessed
by purposive sampling techniques where questionnaires, interviews and focus group discussion were used. The study findings indicate that the current regulatory framework is supportive for cadastral works, but not so related to provision of basic infrastructures and land development. Also there are so many problems associated with the respective project such as bureaucratic issues in getting building permits, too short plot and the regulatory framework has failed to prevent the development of informal settlements.

2.7 Conceptual Framework

A conceptual framework is described as a set of broad ideas and principles taken from relevant fields of enquiry and used to structure a subsequent presentation (Rachel and Ramey, 2007). When clearly articulated, a conceptual framework has potential usefulness as a tool to scaffold research and, therefore, to assist a researcher to make meaning of subsequent findings. Such a framework should be intended as a starting point for reflection about the research and its context. The framework is a research tool intended to assist a researcher to develop awareness and understanding of the situation under scrutiny and to communicate this.

As with all investigation in the social world, the framework itself forms part of the agenda for negotiation to be scrutinized and tested, reviewed and reformed as a result of investigation (Guba and Lincoln, 2009). The conceptual model for this study has been built by integrating together the reviewed literature on the concept of effectiveness of PPP in the plots allocation project. For the case of this study conceptual framework links the relationship between independent variables and dependent variable. The general idea of this research is to make an examination of the effectiveness of PPP in plots allocation as currently being implemented at Mvomero district for urban planned residential land delivery and development as shown in the figure bellow.
Figure 2.1: Conceptual framework

INDEPENDENT VARIABLES
- Inadequate fund
- Shortage of manpower
- Delays in approval plans
- Delay in certificate of occupancy
- Behaviour of land officers
- Double allocation
- Illegal changes of uses

DEPENDENT VARIABLES
Effective local government loans in plots allocation project

Source: Developed by researcher (2013)
CHAPTER THREE
RESEARCH METHODOLOGY

3.0 Introduction
Solomon (1997) defines research methodology as a “plan of attack” that best meets the needs of the defined problem. Kothari (2004) defines research methodology as a way to systematically solve the research problem. This chapter consists of three subparts: The first subpart highlights on research design, area of study and sampling techniques. The second subpart deals with data collection procedures and instruments. The last subpart is all about data analysis techniques.

3.1 Research Design
This study has used the exploratory research design. The reason for adoption of exploratory design was to explore and find out the effectiveness of PPP in plots allocation project at Mvomero district in Morogoro. This provides us with new insights about the phenomenon as according to Kothari (2004). The researcher used the case study approach in order to explore the effectiveness of PPP in plots allocation. This was appropriate design to investigate the immeasurable phenomena such as feelings, beliefs and thoughts.

3.2 Area of the study, population, sample size and sampling techniques
3.2.1 Area of the study
This study was conducted in Mvomero district within the local government authority in Morogoro. This is partly because it is one among the few districts where loans are provided by the government within the local government authorities to ensure proper plot allocation. The selection of Mvomero district was convenient as far as the resources were concerned, accessibility of data due to the fact that a researcher is familiar with the particular local government authority.
3.2.2 Population
Best and Khan (1998) have stated that a population is a group of individuals who have one or more characteristics in common that are within the interest of the researcher. The size of this study was identified by the researcher, considering people who could provide information related to the effectiveness of PPP in plots allocation project. For the purpose of our study, sample of respondents included the heads of departments and non-managerial employees, using convenience sampling techniques because of the convenience of the research topic.

3.2.3. Sample size
A sample is a small group of respondent drawn from a population in which the researcher is interested in gaining information and drawing conclusions (Charles, 1995). The sampling size was determined using non statistical method depending on the number of supervisors and non-managerial staff at the local government authority as well as members of the particular department they because are the ones who were positively or negatively affected. The researcher intended to use the sample size of 100, which were selected randomly in the organization employees from the organization 25 being the managerial staff. This number was a good representation of the large sample since it exceeds 30 as depicted above. The sample size is determined by using non statistical methods.

3.2.4. Sample and sampling procedures.
This is process of selecting number of individuals or objects from population such that the selected group contains elements which represent the characteristics found in the entire group.

Sampling means drawing only a part of the population and study it and then making inferences about the population (Kothari, 2005). The sample used in this study comprised Mvomero district local authority employees and customers (the people of)
who are the beneficiaries of plots allocation project whereby all the employees of the important offices had equal chance in the study. The employees were selected using random sampling for the reason of covering all the employees. In addition to that, the management respondents were included in the sample size through deliberate sampling because they provided the facts on the effectiveness of PPP in plots allocation project. The reason for opting for this sampling technique was because we believed that respondents would deliver the best result and unique information to satisfy the objectives of the research. The reason for using this technique was to ensure that all individuals in the defined population had equal chance of being selected.

3.3 Methods of data collection
This study used both primary and secondary sources of data collection as discussed here below:-

3.3.1. Primary data
This is data collected for the first time. In this study, researchers collected data from respondents through the use of questionnaires.

3.3.1.1 Questionnaires
The study adopted for closed and open-ended questionnaires, which were prepared and distributed to selected sample to get required information. The questions were set in the way that, they were short and clear to facilitate the response from the respondent, about 150 Questionnaires were opted for gathering data because they were capable of cover a large number of respondents of the sample size for a short time and easy to administer

3.3.1.2 Interviews
The study also used unstructured interview to get detailed information that could enrich and supplement data to be gathered using questionnaires. The researcher interviewed 5-10 selected loans and plots allocation project supervisors. The reason of using this data
collection technique was to allow a chance to communicate face to face with respondents and it provided chances to clarify issues so as to get complete and detailed information about the topic on employees training and development.

3.3.2 Secondary Data

3.3.2.1 Documentary Review
Saunders (2009) defines documentary review as a tool of data collection from the secondary data sources like using of documents. They refer to the data that were collected and analyzed by someone else, which may be either published or not published. Usually published data are available in various official documents. In this area, one may find publications of international bodies and their subsidiary organizations, public records, journals, books, magazines and newspapers, research reports, public reports and historical documents, pamphlets, research papers, reports. Unpublished data are found in diaries, unpublished letters, biographies and researcher workers, private and individual organizations. The study used both published and unpublished sources of data to get useful information needed for the study. It used to enhance data and any information gathered by primary sources of data collection and to verify the data and information obtained through questionnaires.

3.4 Data presentation
Then the results were presented qualitatively whereby a researcher employed content analysis and computer software such as SPSS to analyze data. The data analyzed were then presented in tables, charts and graphs. The rationale for employing these techniques was to simplify the interpretation, description and explanation of findings related to individual opinions, view points, and their attitude towards Training and Development.

3.5 Reliability
Reliability refers the extent to which the data collection yields consistent results between two measures of the same thing (Kothari, 1990). This increased the transparency of the
research. Reliability in the qualitative research is used to check the consistency of patterns as developed by other scholars (Creswell, 2002). Brewton and Millward (2001) argue that a researcher can ensure reliability thorough description of the research process which in turn increased transparency. For this case, the researcher formulates and designs proper questions in such a way it that they do not create ambiguity. Again the Cronbach’s Alpha methods, that is, \[ \alpha = \frac{N}{N-1} \left( 1 - \frac{\sum \sigma^2_{yi}}{\sigma^2_x} \right), \] was used to test the internal consistency of scales ranging from (0.1-0.7) and data to be collected were analysed following the cordial process.

### 3.6 Validity

Kothari (1990) defined validity as the most critical criterion and indicates the degree to which an instrument measures what it is supposed to measure. In other words, validity is the extent to which differences found with a measuring instrument reflects true differences among those being tested. This was ensured throughout the research by basing the study on relevant literature and formulating methods of data collection that were used to collect the expected data. The instruments were designed to have sufficient control to ensure that ultimately the conclusions drawn and generalizations were truly warranted by the data. The assessment of the validity also was checked through the sampling technique used to collect data and response rates as well as a copy of the survey instrument which was questionnaire through which data was collected.
CHAPTER FOUR
DATA ANALYSIS, PRESENTATION OF RESEARCH FINDINGS

4.1 Introduction
This chapter focuses on analysis of data and presentation of research findings and discussion. The study was designed to examine Factors Triggering to ineffectiveness of Public Private Partnership (PPP) in Plots Allocation Project in Mvomero District.

This study was guided by three specific objectives that include: to examine the extent to which PPP in plots allocation project at Mvomero District is not effective, factors that affect the effectiveness of PPP in plots allocation project at Mvomero district and the possible remedial actions that can be taken to promote effectiveness of PPP plots allocation at Mvomero district.

The sample of 100 respondents was selected. This sample included community members and staff of Mvomero district in Morogoro Region. The characteristics of sample (e.g. respondents) are explained in section 4.2.

4.2 Respondents’ Characteristics
The sample included; employees working in various departments and staff of Mvomero district in Morogoro Region as well as community members served by the respective district based on various plots allocation projects implemented through PPPs. They were asked to respond to several demographic items including their, age gender, educational level and working experience. The typical characteristics of respondents are crucial in interpreting and discussing research findings as they provide general image and meaningful information on the issue under study.

4. 2.1 Age of Respondents
The respondents were asked to state their ages. This information was important in this study as it provides picture on the age groups and their maturity. Table 4.1 provides the age groups of the respondents.
Table 4.1 Age of respondents participated in the Study

<table>
<thead>
<tr>
<th>Age bracket</th>
<th>Frequency</th>
<th>Percentage (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Between 18-25 years</td>
<td>35</td>
<td>35</td>
</tr>
<tr>
<td>Between 31-40 years</td>
<td>32</td>
<td>32</td>
</tr>
<tr>
<td>Between 41-50 years</td>
<td>18</td>
<td>18</td>
</tr>
<tr>
<td>51 years and above</td>
<td>15</td>
<td>15</td>
</tr>
<tr>
<td>Total</td>
<td>100</td>
<td>100</td>
</tr>
</tbody>
</table>

Source: Field data (2013)

In terms of age the respondents were divided into 4 categories. The first was the category if respondents whose ages were from 18 to 25 years. This category was followed by the second category whose age group was from 31 to 40 years. The third category represented respondents whose ages were from 41 to 50 years. The fourth category comprised the respondents whose age was 51 years and above. The highest age group in the sample was those with age between 18 and 25. This group represented 35 percent of the sample. This age group implies that many people starts employed in the age of 18. This is very typical in the district councils in Tanzania considering the nature of work in those councils.

4.2.2 Gender of respondents

Gender reflects the representation in the sample in terms of sex. Thus, it reflects whether the sample is represented by female or male. A table 4.2 below presents the gender distribution of the sample.

Table 4.2: Sex of respondents

<table>
<thead>
<tr>
<th>Sex</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Male</td>
<td>39%</td>
</tr>
<tr>
<td>Female</td>
<td>61%</td>
</tr>
</tbody>
</table>

Source: Field Data (2013)
The data provided in Table 4.2 above shows that thirty nine percent (39%) of respondents were male while sixty one percent (61%) were females. The views and opinions given in this study is representative of all sexes.

4.2.3 Education of respondents

Knowing education level of the respondents was important as it helped to know the understanding level of the respondents. In this respect respondents were asked to state their levels of education. Table 4.3 below indicates the level of education of the respondents.

**Table 4.3: Education of respondents**

<table>
<thead>
<tr>
<th>Education of Respondents</th>
<th>Frequency</th>
<th>Percentages (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Diploma and below</td>
<td>29</td>
<td>29%</td>
</tr>
<tr>
<td>Degree</td>
<td>40</td>
<td>40%</td>
</tr>
<tr>
<td>Masters and above</td>
<td>31</td>
<td>31%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>100</strong></td>
<td><strong>100%</strong></td>
</tr>
</tbody>
</table>

*Source: Field Data (2013)*

Table 4.3 above shows that most of the respondents (40%) were first degree holders. This group was followed by master’s degree holders, which represents 31% of the sample. The last proportion of the sample was the diploma holders, which represents 29%. This shows that those who took part in this study were educated and their views and opinions can be trusted.

4.2.4 Work Experience of the respondents

This study was interested in knowing the work experience of the staff included in the sample. Understanding the work experience was important as it reflects the extent a
respondent understand the affairs of the district in question. It also helps the researcher to be assured of the relevance and reliability of the data they provide.

Table 4.4: Duration of work of respondents

<table>
<thead>
<tr>
<th>Duration of Work</th>
<th>Number</th>
<th>20</th>
<th>100</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than 1 year</td>
<td></td>
<td>20</td>
<td></td>
</tr>
<tr>
<td>Between 1-3 years</td>
<td></td>
<td>10</td>
<td></td>
</tr>
<tr>
<td>Between 3-5 years</td>
<td></td>
<td>20</td>
<td></td>
</tr>
<tr>
<td>Over 5 years</td>
<td></td>
<td>50</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td></td>
<td>100</td>
<td></td>
</tr>
</tbody>
</table>

Source: Field data (2013)

The above findings illustrate that 50% of the staff of Mvomero District Council in Morogoro Region have worked in the Government service over 5 years. Again it shows that most of the employees involved in the Plots allocation Project have long time experience and thus give the fact that plots allocation through PPP have being ineffective or partial successfulness.

### 4.3 Effectiveness of PPP in plots allocation project at Mvomero District Council

The first objective of this study was to determine the extent to which PPP in plots allocation project at Mvomero district is not effective. This objective was formulated following the complaints of many people in Mvomero that PPP is not providing the outcomes as it was expected. To decide whether PPP is effective or not we looked into several parameters. The parameters included whether the PPP has enhanced the government capacity to allocate the plots, whether the costs of plots allocation has been reduced, whether plans are approved on time, and the speed of Processing of the Certificates of Occupancy. More details are provided below.
4.3.1 Impact of PPP in enhancing Government’s capacity to allocate plots

The focus was to examine if PPP has helped to enhance government’s capacity to allocate plots and develop integrated solutions that effectively addresses public needs. The respondents were asked whether they perceive to have experienced some enhancement of the government’s capacity to allocate the plots. With regards, majority of the respondents (78%) argued that there is no enhancement in capacity to allocate plots as many plots have remained unallocated and the speed of doing so is very low. Only 22% of respondents are on the opinion that the government’s capacity has been enhanced to allocate plots. Table 4.5 below shows the perception of the respondents with regards to whether local government loans have enhanced the government’s capacity in plots allocation.

<table>
<thead>
<tr>
<th>Responses</th>
<th>Frequencies</th>
<th>Percentages (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Capacity enhanced</td>
<td>22</td>
<td>22</td>
</tr>
<tr>
<td>Capacity not enhanced</td>
<td>78</td>
<td>78</td>
</tr>
</tbody>
</table>

*Source: Field Data (2013)*

The findings above reveal that PPP has not helped the government to effectively manage plots allocation. This is exemplified by the fact that, some of the money which are set aside for plots allocation and the money that are collected from the sale of the plots are expended by the district councils for other purposes apart from plots allocation.

4.3.2 Costs of plots allocation

In this section the study aimed at assessing whether PPP programme in plots allocation has reduced costs of plots allocation as it was expected. The finding shows that the cost of plots allocation has not been reduced. Table 4.6 below shows the costs of plots allocation in various years.
From the Table 4.6 above, the cost of plots allocated before PPP programme were set fix for a certain type of plots allocated, this was due to the fact that, the government subsidised money to Mvomero District because it was newly established District. Therefore, the applicants were required to contribute for survey fees as a means to encourage them to apply for plots. The costs of plots allocated were not reduced after PPP programme; and the costs of specific use of plots are in range as shown in the table. This is because after PPP Programme plots were allocated to the applicants by its square
metres; whereby one square metre of residential plot is sold for 800/-, commercial plot is sold for 1200, religious plot is sold for 500/-, Petrol station is sold for 3,000, School and Nursery school is sold for 500, Service trade plot is 1,500/-. 88% of the respondents accepted that, the costs of plots allocation were not reduced after PPP programme due to the facts that, the programme involved a loan of 171,000,000/- whereby Mvomero District Authority was required to repay with interest up to the sum of 200,900,000/-. The loan obtained has been used to facilitate some technical aspects like tendering procedures for plots surveying and purchasing office equipment. Furthermore, it was noted that, before the programme Mvomero District surveyed and allocated a total of 884 plots form 2004 to 2010, but after the programme, 2903 plots were surveyed and allocated from 2010 to 2013.

Another strong reason provided by the respondents as to why the costs of plot allocated were not reduced after PPP programme is that, High cost of acquiring land (Compensation process) this is due to the fact that, Mvomero District is near Morogoro Municipal Council and the District headquarters is established along Dodoma Road. These two reasons caused land value to become high.

4.3.3 Time taken to approve the plans
The study intended to investigate as to whether approval of plans is made on time. It is argued that delay in approval of plans may negatively affect the implementation of plots allocation project. The findings show that there is always delay in approval of plans. Some respondents argued that corruption that takes place along the entire cycle of plots allocation project contributes to this delay. It has been noted that the approval of plans take up 18 months from the day the request is submitted. Table 4.7 shows the number of days took to approve various plans.
Table 4.7: Time taken to approve the plans

<table>
<thead>
<tr>
<th>Plans number</th>
<th>Date submitted</th>
<th>Expected date/months of approval</th>
<th>Actual date approved</th>
</tr>
</thead>
<tbody>
<tr>
<td>81/MVO/05/0608</td>
<td>30/5/2008</td>
<td>06/08/2008</td>
<td>29/12/2009</td>
</tr>
<tr>
<td>10/MVO/02/032010</td>
<td>01/01/2010</td>
<td>10/03/2010</td>
<td>8/6/2010</td>
</tr>
</tbody>
</table>

Source: Field Data (2013)

Based on the available data as indicated in Table above plan number 81/MVO/05/0608 was submitted on 30/5/2008 and was expected to be approved 06/08/2008, but was approved on 29/12/2009 which implies that it took a duration of 18 months instead of 3 months. It was found out that it took 18 months for any plan submitted to be approved instead of being approved within the specified time frame.

Through interviews and discussions with respondents, it was noticed that this practice affect the image of the district. They also argued that a delay has financial impact as it leads to unnecessarily high cost of implementation of plots allocation project.

It was revealed that the approval process for town plans and survey plans takes a long time at the Mvomero district. Approvals are instantly granted when close follow up and certain offers are made by town planners and surveyors who brought the plans from the regions and districts. It was found out that some technical staffs in approving plans preferred jobs brought by private surveyors as opposed to jobs submitted by government surveyors. This implies that private surveyor works were approved within a very short time whereas a survey plans submitted by a government surveyor within the same period and for the same town took long time to be approved. Table 4.8 below indicated the time taken to approve the plans brought by private surveyor and by government surveyors.
Table 4.8: Time taken to approve the plans brought by private and government surveyors

<table>
<thead>
<tr>
<th>Plans by private surveyors</th>
<th>Date submitted</th>
<th>Date approved</th>
<th>Plans by government surveyors</th>
<th>Date submitted</th>
<th>Date approved</th>
<th>Difference</th>
</tr>
</thead>
<tbody>
<tr>
<td>11/MVO/06/0620</td>
<td>30/02/2011</td>
<td>29/03/2011</td>
<td>11/MVO/12/2012</td>
<td>30/02/2011</td>
<td>29/05/2011</td>
<td>3</td>
</tr>
<tr>
<td>10/MVO/02/032010</td>
<td>01/02/2012</td>
<td>10/03/2012</td>
<td>10/MVO/02/062010</td>
<td>01/02/2011</td>
<td>01/05/2012</td>
<td>4</td>
</tr>
<tr>
<td>10/MVO/01/032010</td>
<td>21/12/2011</td>
<td>10/01/2012</td>
<td>10/MVO/03/022010</td>
<td>21/12/2011</td>
<td>07/04/2012</td>
<td>5</td>
</tr>
<tr>
<td>10/MVO/06/112010</td>
<td>10/12/2011</td>
<td>18/01/2012</td>
<td>10/MVO/04/122010</td>
<td>10/12/2011</td>
<td>20/04/2012</td>
<td>4</td>
</tr>
</tbody>
</table>

Source: Field Data (2013)

From the findings indicated above most of the plans that were submitted by government surveyors were not implemented on time as it took three (3) months to 5 months and above. While, it was revealed that, most of the plans that were submitted by private surveyors were approved as it was expected with a difference of duration of a single week up to 1 month. This also indicates that private surveyor’s plans are being approved as required because they do make close follow up after submitting plans to the Ministry of Lands, Housing and Human settlement Development.

4.3.4 Speed of Processing of the Certificates of Occupancy

The study sought to examine as to whether the Delays in the Process of the Certificates of Occupancy affect Public Private Partnership (PPP) in plots allocation project to the intended customers or not. Interviews and questionnaires were used to gather data as
well as documentary review from various sources. The study reveals that delays in processing the certificate of occupancy significantly affect PPP in plots allocation. In this effect, it was found that often it takes longer time to process the certificate of occupancy. Table 4.9 shows the time taken to process the certificate of occupancy.

Table 4.9: Time taken to process the Certificate of Occupancy

<table>
<thead>
<tr>
<th>No. of certificate of occupancy</th>
<th>Date submitted for approval</th>
<th>Date expected for approval</th>
<th>Date approved</th>
</tr>
</thead>
<tbody>
<tr>
<td>Title number 97725</td>
<td>03/03/2012</td>
<td>03/06/2012</td>
<td>22/01/2013</td>
</tr>
<tr>
<td>Title number 95172</td>
<td>30/10/2010</td>
<td>30/01/2011</td>
<td>30/07/2012</td>
</tr>
<tr>
<td>Title number 94312</td>
<td>30/10/2010</td>
<td>30/01/2011</td>
<td>13/03/2011</td>
</tr>
<tr>
<td>Title number 94415</td>
<td>06/03/2011</td>
<td>06/06/2011</td>
<td>12/06/2012</td>
</tr>
<tr>
<td>Title number 94955</td>
<td>06/03/2011</td>
<td>06/06/2011</td>
<td>12/06/2012</td>
</tr>
<tr>
<td>Title number 95001</td>
<td>06/03/2011</td>
<td>06/06/2011</td>
<td>23/07/2012</td>
</tr>
</tbody>
</table>

Source: Field Data (2013)

The data provided in table above indicate number of certificate of occupancy, date submitted for approval, date expected for approval and date approved, for instance plot with Title number 97725 was submitted on 03/03/2012 was expected to be approved on 03/06/2012 and was approved on 22/01/2013 which implies that it took six (6) months to be approved. Certificate of occupancy with title number 95172 took approximately 2 years to be approved since it was submitted in 30/10/2010, was expected to be approved in 30/01/2011 and was approved 30/07/2012. Generally, most of the certificates of occupancy submitted were not approved as it was expected; it took from six (6) months up to 13 months to be approved.

During the administration of this study, it was revealed that corruption as indicated in the previous sections seems to be one of the limiting factors to speed up the processing of certificate of occupancy. It has been noted that for one to get his certificate processed...
he/she should be ready to bribe Tshs. 20,000 for the preparation of the deed plans, Tshs. 10,000 for the certificate to be drafted, Tshs. 5,000 for typing and Tshs. 100,000 to obtain the Commissioners signature. In total one has to part with Tshs. 135,000 per certificate, on top of the official fees. If one fails to pay, it may not be processed on time.

4.4 Factors that affect the effectiveness of PPP in plots allocation project at Mvomero district

The second objective of this study was to find out the factors that affect the effectiveness of PPP in plots allocation. To this effect, respondents were asked to select some perceived limiting factors to the effectiveness of PPP. Several factors have been identified. These include, lack of proper legal framework in plots allocation, institutional restrictions, lack of adequate finance for plots allocation project, lack of proper estimation of costs, and lack of experienced personnel.

4.4.1 Lack of proper Legal Framework in Plots Allocation

Existence of the proper legal framework in public private partnership is paramount for a successful programme. This study was interested in finding out if there is a proper legal framework for this programme. The interview results with officials of Mvomero district revealed that there is no proper law governing PPP approach in plots allocation in Mvomero district council. Some officials narrated that lack of the proper legal framework contributes to ineffectiveness of this programme.

**Table: 4.10 Legal Framework in Plots Allocation**

<table>
<thead>
<tr>
<th>Legal Aspects Examined</th>
<th>Frequency</th>
<th>Percentages (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Spatial planning and land development Legislation</td>
<td>67</td>
<td>67%</td>
</tr>
<tr>
<td>Housing development procedures</td>
<td>71</td>
<td>71%</td>
</tr>
<tr>
<td>Land development ranked</td>
<td>67</td>
<td>67%</td>
</tr>
<tr>
<td>Urban settlement management ranked</td>
<td>62</td>
<td>62%</td>
</tr>
</tbody>
</table>

*Source: Field Data (2013)*
The district urban planning system was examined as it provides the framework for the preparation of different types or levels of spatial plans in Mvomero district. It was revealed that 67% of respondents were concerned about spatial planning and land development Legislation that govern plots allocation at Mvomero district. It was noted that the hierarchy of plans has a sequential prioritization in their preparation, which save for very few exceptions. It was revealed that the preparation and approval processes are centralized at Mvomero district Head Offices, complex and bureaucratic. The institutional stages through which the planning is facilitated are prone to considerable political pressure, a factor which tends to slow down the process. In addition, the statutory time frames on plan approval processes are rarely adhered to, compounding delays along the hierarchy.

The findings indicated that the human resources (physical/spatial planners) involved in the plots allocation process at Mvomero district are loosely regulated. This affects the plots allocation and professional relations and has also reduced the voice of the profession in terms of the review of legislation. Partly as prescribed by existing legislation and because of human, technical and financial resource constraints, plots allocation is a very long process.

Also, PPP approach on plots allocation project in Mvomero district experience bottlenecks related to housing development procedures. As indicated in Table 5.0, whereby 71% believed that housing development procedures were ineffective which is attributed to the complexity inherent in the system of plots allocation. Even where a developer (private or public) is responsible for putting housing superstructure, plans for the dwellings need to be prepared by the developer and approved by the responsible planning authority. It was found out that the actual construction process only begins after the approval of the building plans and planning authorities also have the responsibility of monitoring the construction process from land development through putting up dwelling units.
During the administration of this study, it was noticed that the general procedures or steps followed in the approval of a building plans which enable the owner of plot to get building permit included:

- Submission (by prospective owner or their designated agent) of ‘suitably-prepared’ building plan to Mvomero district Council for approval. Applicant submits building plan to ‘Building Inspectorate’ with site plan to building inspectorate. At least 3 and at most 4 copies of the building plan are submitted. Set plan approval fees (depending on construction costs of plan) are paid on submission of plan together with proof of stand ownership. The last condition (proof of stand ownership) does not apply if it is an extension to an existing house.

- Building Inspectorate then circulates the submitted plan to District Land Officer, District Town Planner, District Health Officer, District Engineer and the Fire Unit for their input. Where the plan complies with each section’s minimum requirements responsible Officers endorse their signatures on the circulation list attached to the plan. Where the plan falls short on any one of the relevant requirements it is sent back to the owner or their agent for amendments, after which it is resubmitted. On resubmission the plan is circulated where it failed.

- On behalf of district Council and following input from other sections the Building Inspectorate approves the plan and providing building permit. The responsible inspector signs for construction to start.

The study observed that, 2903 plots have been allocated from commencement of the project in 2010, but the only 198 building plans approval/building permit were provided to the owner of the plots. The reason explained by the respondents as to why many people have been allocated plots but, they do not apply for building permit because they want to speculate land for future purposes.

Although the law provides for 30 days for the approval process, in Mvomero district the approval can be granted within 3 months to 6 months from the date of submission. Due
the fact that, it takes too long for the plans to circulate to the relevant officers for signatures. Furthermore, urban planning committee seats after every three months whereby among other things approves building plans. Where construction does not commence within a stipulated period of 3 years the plan may be deemed to have expired. However, in practice partial commencement of construction is often used to extend plan validity. The research observed that the time taken to approve building plans is too long. The process often takes far beyond the statutory provision of 30 days. This is an issue arising out of practice of the Mvomero district authority.

This may also be because too many people are involved in the approval process. Another bottleneck is that the plan approval fee is charged per plot even in a housing scheme. The insistence on individual plans and plan approval fees is often a Council revenue generation exercise which increases costs, for instance in Mvomero District Authority, Tshs 30,000/- is charged as approval fee. Another concern was the lifespan of a building plan which is only valid for one to two years. There is a case for ensuring that building plans do not expire at all, unless where there is a change of reservation/plan of the plot (stand) in question. The local authorities do not seem to appreciate the community’s effort in putting in the services.

There are some cases where local authority officials do fail to grant approval of building plans for number of reasons as a way of inducing developers to seek their plan preparation services abound. This practice is corrupt, illegal and creates a serious conflict of interest on the part of these officials. The practice taints relations between District authority and developers while also compromises the quality of both product and service. At the same time Mvomero district currently lacks the capacity and resources to inspect construction processes timely. There is only one building inspector employed in Mvomero District who has the duty to inspect construction processes.
Land development ranked 67% and it was noted that, there are policies and laws that directly relate to plots allocation in Mvomero district and/or procedures that are critical to the plots allocation and housing process. They include land policy, land Act no 4 of 1999, property law, specific legislation establishing key aspects on plots allocation and environment-related legislation. Land for urban development is acquired through the Ministry responsible for Local Government before it is made available to the local authority for purposes of urban housing and other developments. This is the case even for land acquired for urban development, where it is passed on by Local government before it is allocated to relevant Councils for incorporation into their planning areas. Once the land has been transferred to local authorities, the normal change of use procedures are followed, and land development conditions spelt out. Land and planning legislation is used in the processes of acquiring and parcelling it out to the different urban land uses and users. In the process, land passes through management of land administration institutions, which at times causes delays during which certain pieces of land may be inaccessible both to previous and prospective users.

Urban settlement management ranked 62%, it was revealed that, some land that was acquired and incorporated into Mvomero district boundaries during the fast track of land allocation and settlement programme has an unclear legal status and therefore tenure security is not clear. Some of the land was settled informally under the leadership of non-Council structures. The Mvomero district fund is currently undercapitalized. It was revealed that the procedures for formulating and reviewing policies on plots allocation are often weak and based on partial information and consultation. Additionally, there is non-adherence to statutes and often confusing. For example, in the area of budget approval there are problems of local government committee ineffectiveness. And high staff turnover that has also left Mvomero district literally deserted constraining her ability to plan and provide effective services.
During the administration of this study it was revealed that most of the officers who deal with plots allocation were well experienced and very interesting, but most of the members of the urban planning Committee and Land Allocation committee were not professional planners, Land officers and Land surveyors. These two committees are very important in planning, surveying and allocating plots, apart from professionals other members are nominated councilors.

4.4.2 Institutional restrictions
The study was interested to know how institutional restrictions can either impede or lead to success of implementation of plots allocation project through PPP. The table below shows the results.

**Table 4.11: Respondents views on institution restrictions towards effective implementations**

<table>
<thead>
<tr>
<th>Institutions restrictions</th>
<th>frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Private sector development</td>
<td>51</td>
<td>51%</td>
</tr>
<tr>
<td>Encouragement of competition</td>
<td>61</td>
<td>61%</td>
</tr>
<tr>
<td>Continuation of privatization to PPP expansion</td>
<td>33</td>
<td>33%</td>
</tr>
</tbody>
</table>

Source: Field Data (2013)

Private sector development ranked 51%, it was revealed that, private sector acquired plots of different size and used them like hotel sites, residential plots, commercial plots, housing estates, schools and educational plots, institutional sites, but in project area only housing estate plot is developed by National Housing Corporation (NHC) by constructing 50 houses.
Encouragement of competition ranked 61%, this is due the fact that, there are two groups of competitors who are doing the same type of business of selling plots. One is the formal Morogoro Municipal Council and the informal individuals at Wami Dakawa minor settlement who sell unsurveyed plots. The Morogoro Municipal council it is not a threat because there are so many municipal residents who would like to reside outside the congested old urban atmosphere. Therefore, by having sufficient number of surveyed plots in Mvomero District the residents from Morogoro municipality (especially those who want to reside in uncongested areas) would be good plot customers of Mvomero district and even the others from outside the Municipality. According to interviews with officers in Mvomero District, majority of people get plots in plots allocation project are from Morogoro Municipality, Dar es Salaam and outside Morogoro in general. Also, the individual land speculators at Dakawa do not pose any threat because the availability of surveyed plots automatically eliminates them for the insecurity of the land tenure of the plots.

Continuation of privatization in PPP expansion ranked 33%, funds obtained from selling of plots strictly were supposed to be used for reproducing more plots to make the project sustainable. This is contrary in Mvomero District, whereby the funds obtained are used as own source of funds of the District, as a result the speed of producing plots become so slow.

The table below shows the trend of number of plots produced and amount of money obtained from 2010

**Table: 4.12: Trend of number of plots and amount of money obtained for 2010**

<table>
<thead>
<tr>
<th>Year</th>
<th>Number of Plots</th>
<th>Amount of money collected (Tshs)</th>
</tr>
</thead>
<tbody>
<tr>
<td>2010/2011</td>
<td>921</td>
<td>325,000,000/-</td>
</tr>
<tr>
<td>2011/2012</td>
<td>1201</td>
<td>196,563,000/-</td>
</tr>
<tr>
<td>2012/13</td>
<td>781</td>
<td>98,563,000/-</td>
</tr>
</tbody>
</table>

Source: Field Data
The above table indicates that, the amount of money obtained is decreasing each year. There is direct intervention of this money by Mvomero district authority. The plots allocation project was required to be revolving funds.

It was also noted that, 549 plots were allocated free of charge in year 2011/2012 to 301 people whose plots were acquired and changed use to establish government block. Moreover, 248 plots were allocated to indigenous whose land was acquired for establishment of Plots Allocation Project in year 2012/13.

Generally, it was argued that, institutional restrictions impede effective implementations of PPP on plots allocation at Mvomero District in Morogoro. The study found out that Mvomero District is evolving in the direction of private sector development, encouragement of competition, and gradual PPP expansion.

4.4.3 Lack of adequate finance for plots allocation project

The study revealed that 67% of the respondents accepted that lack of adequate finance for plots allocation affects the project through PPP. The important components financed by plots allocation through PPP are infrastructure development especially clearing of roads in the project area. In Mvomero District only 11 roads were cleared out 36 roads which are in layout plans in the project area. Among 11 cleared roads, it is only 4 roads that were cleared by the funds obtained through the plots allocation project, while the other 7 roads were cleared and funded by Roads Funds. Thus, with the provision of site and services local government committee, practically the land logically goes away from the masses who can in no way afford the cost of such which would ordinarily give them both land and building without the so-called government phenomenon of re-allocation.

The project has also failed to purchase modern survey equipment like total station, differential GPS and theodolite. The respondents explained, the project does not make
installation of computerized system which will facilitate preparation of survey plans, town planning layout and preparation of certificate of occupancy.

The study found that financial restrictions to a large extent prevent allocation of plots through PPP in the country in form of service contracts, excluding investment components.

4.4.4: Lack of experienced personnel
The study revealed that 43 percent out of 100 respondents agreed that lack of experience and capacities among officials who engage in plots allocation project at Mvomero District hinder the effective and efficient implementation. This is illustrated by Table 5.3 as follows:

Table: 4.13: Number of staff and their professionals

<table>
<thead>
<tr>
<th>Professionals</th>
<th>Number of Staff</th>
</tr>
</thead>
<tbody>
<tr>
<td>Land Officers</td>
<td>2</td>
</tr>
<tr>
<td>Assistant Land Officer</td>
<td>1</td>
</tr>
<tr>
<td>Town Planners</td>
<td>2</td>
</tr>
<tr>
<td>Technician Surveyors</td>
<td>2</td>
</tr>
<tr>
<td>Cartographer</td>
<td>1</td>
</tr>
</tbody>
</table>

Source: Field Data (2013)

The table above illustrates that there are 8 staff dealing with daily operation of plots allocation project. This implies that, Mvomero District lacks enough personnel for implementing the plots allocation project. This also affects the shared experience and capacities in managing plots project.

The study found that some district government did not have financial opportunities, capacities and know-how in order to implement plots allocation project through PPP approach.
4.4. 5: Remedial actions to promote effectiveness of plots allocation at Mvomero district

This is the last objective whereby the study aimed at suggesting on the possible remedial actions that can be taken to promote effectiveness of PPP in plots allocation at Mvomero District Council. The results of responses for this objective were as follows:

Table: 5.14 Remedial actions to promote effectiveness of plots allocation at Mvomero district

<table>
<thead>
<tr>
<th>Remedial actions</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Review of the Operations and Activities on Plots allocation</td>
<td>77</td>
<td>77%</td>
</tr>
<tr>
<td>Good Urban Governance</td>
<td>69</td>
<td>69%</td>
</tr>
<tr>
<td>Periodic Review of Mvomero Plots allocation plans</td>
<td>58</td>
<td>58%</td>
</tr>
<tr>
<td>Adoption of Effective Participatory approach (PPP)</td>
<td>56</td>
<td>56%</td>
</tr>
<tr>
<td>Establishing strong legal framework</td>
<td>49</td>
<td>49%</td>
</tr>
<tr>
<td>Training on Plots Allocation</td>
<td>47</td>
<td>47%</td>
</tr>
</tbody>
</table>

Source: Field Data (2013)

As indicated in Table 5.4 above, Review of the Operations and Activities of the Mvomero District ranked 77% as a large number of respondents who took part in this study. It indicates that among the major challenges was overlapping especially on the activities relating to the implementation of plots allocation project. This implies that overlapping of functions should be avoided by vesting all plots allocation project development responsibilities at Mvomero District. The district committee which is a physical development agency produced the urban planning layout and should be given autonomy as to its implementation. The departments within the Authority should also be reorganized to suit the stage reached in the development of the Mvomero district.
especially on plots allocation with adequate prominence being given to information dissemination, maintenance and operation.

Effective development can only be actualized through the application good urban governance to the administration of Mvomero district authority. Good Urban Governance implies that Mvomero district authority responds to and should be accountable to all residents, including the poor. Good urban governance ranked 69%; this implies inclusive and a participatory approach in which each group and stakeholder has adequate representation. Through good urban governance, citizens are provided with the platform which will allow them to use their talents to the fullest to improve their social and economic conditions.

This goal is related to The Global Campaign on Urban Governance that was launched in 1999 by the United Nations Human Settlement Programme (UN-Habitat). The campaign seeks to promote growth with equity; hence participatory planning and decision-making are the strategic means for realizing the vision. The campaign proposes that good urban governance is characterized by the following norms: sustainability in all dimensions of urban development; subsidiary of authority and resources to the closest appropriate level; equity of access to decision making processes and the basic necessities of urban life; efficiency in the delivery of public services and in promoting local economic development; transparency and accountability of decision makers and all stakeholders; civic engagement and citizenship; and the security of individuals and their living environment. These norms which are independent and mutually enforcing are responsive to the issues of the urban poverty and sustainable development (UN-Habitat, 2002)

Periodic Review of plots allocation ranked 58% of the respondents who took part in this study; this signifies that Mvomero district authority should evolve a monitoring programme to set about reviewing the plans on plots allocation periodically. A
comprehensive land survey of all existing developments at Mvomero district authority, showing the realities of today should serve as the basis for plan review and revision where necessary. Priority should also be given to the establishment of a data bank for Mvomero district facilities. This data bank will contain information about the various infrastructure networks (roads, drainage, water supply, sewerage and telecommunications) and number of town planning layout approved, number of approved surveys, number of plots allocated their sizes and uses. These will effectively assist to review the plots allocation project periodically.

Adoption of Participatory approach to district planning and management ranked 56%, during the administration of this study, respondents insisted and urged the Mvomero district to adopt The Environmental Planning and Management (EPM), a continuing and dynamically evolving process with purposes to make urban development policy formulation and implementation progressively more responsive to environmental considerations. The EPM process is an analytical and descriptive model of urban planning and management that was designed to serve as the technical basis of the Sustainable Cities Programme of the United Nations Human Settlement Programme (UN-Habitat). The goal of EPM is the improvement of health and productivity of towns, through reduction or total elimination of environmental hazards and the protection of natural resources for sustainable socio-economic and physical developments. The key elements of the EPM process include the identification of urban environmental issues and involvement of stakeholders in issues of assessment and priority setting, formulating urban management strategies, formulating and implementing action area plans and institutionalizing the environmental planning and management process (UNCHS/UNEP, 2010)

The concern among respondents was the weaknesses of legal framework that govern plots allocation project at Mvomero district, 49% of respondents insisted on the establishing strong legal framework at Mvomero district that will act as a solution
against plots allocation through PPP approach. For establishing strong legal PPP basis, it is necessary to analyze existing legislation, touching upon activity of plots allocation at Mvomero District Council, and to develop coordinated drafts of amendments in laws on concessions and natural monopolies and also, possibly in laws on investment activity, on guarantees and measures on protecting rights of local private investors, on rent, on privatization, on leasing (plots ownership rights and preparation of certificates of occupancy as a means to assist and protect those allocated plots), etc. In legal analysis and recommendations, prepared on its basis, the special attention should be given to the practice of law enforcement, keeping in mind that in Tanzania it quite often lags behind the quality of legislative rules, including touching upon PPP.

Likewise respondents, who were invited in this study, indicated that among the key challenges in the implementation of plots allocation project at Mvomero district was the shortage of human resources associated with low level of skills and experience in plots allocation. Training on plots allocation ranked 47% from the points of view of the respondents who participated in this study. These findings are similar to the result from a study conducted by Kalabamu (2004) who insisted that training as a part of the PPP programme, should be designed for audiences of two types - first, national experts, who are in charge of elaborating legislation, regulation and contract conclusion and implementation procedures, and, second, government officials and employees of companies, acting as partners of the state.

The significance of training is proven by abundance of training programmes on PPP, organized both by international donors and private firms. For mass improvement of professional skills of government employees, especially in the regions, and private sector representatives, it is necessary to educate own teaching personnel, preliminarily carrying out necessary programmes on increasing qualifications. Expert support for PPP introduction in Tanzania requires, in addition to already mentioned legal analysis, implementation of applied researches and professional monitoring.
CHAPTER FIVE
SUMMARY, CONCLUSION AND RECOMMENDATIONS

5.1 Introduction
This chapter presents the study findings, summary of findings of study, conclusion and recommendations in line with the research objectives and research questions. The details are

5.2 Summary of the Study
To accomplish this study the researcher had to review various literatures relating to e-banking especially based on the research objectives and questions that were set. A number of documents had been reviewed in order to support the factors that have been identified. All of the concepts, ideas, opinions and theories related to the research objectives were presented. From the findings of the study there are only few projects/programmes implemented through PPPs concerning plots allocation at Mvomero district in Morogoro.

The study found that legal framework was not effective enough to support plots allocation project in Mvomero district, possibly in laws on investment activity, on guarantees and measures on protecting rights of local private investors, on privatization, etc. In legal analysis and recommendations, prepared on its basis, the special attention should be given to the practice of law enforcement, keeping in mind that in Tanzania it quite often lags behind the quality of legislative rules, including touching upon PPP. There is also lack of clear arrangement and good environment that would encourage credible, bankable plots allocation project, which could be offered for financing to the private sector. Some initiatives have been taken by the government of Tanzania and international donors in Mvomero district to develop PPP projects. There is also lack of capacity in public institutions and officials to manage the PPP process. As these projects involve long term contracts covering the life cycle of the infrastructural asset being created, it is necessary to manage this process to maximize returns to all shareholders.
The results indicated that there was lack of appropriate training to ensure effective implementation of the plots allocation project through PPP approach model for instance it was revealed that more 70% agreed that training aspect on how to manage plots allocation project was missing. For mass improvement of professional skills of government employees, especially in the regions, and private sector representatives, it is necessary to educate own teaching personnel, preliminarily carrying out necessary programmes on increasing qualifications in format (training for trainers). Expert support for PPP introduction in Tanzania requires, in addition to already mentioned legal analysis, implementation of applied economic researches and professional monitoring.

5.3 Conclusion
Land is the major factor in the development of the economy. Most successful land law and policies have been part of wider and broadly based processes of urbanization change. The performance of the plots allocation project for urban planning has not been impressive at Mvomero District. The project performance is dismal for the past ten years due to various problems that include insecure land tenure, poor access to land and poor land planning, surveying and allocations. The introduction of land markets will affect the poor if corruption is not curbed in the land acquisition in general and plots allocation in particular. Poor people need markets that work for them. Land markets, often irregular and informal, are developing in urban, peri-urban especially in densely populated areas. Poor people need secure tenure and market information to participate fully in the land markets.

Land institutions and committees at district and national level are vital elements of effective governance, where they are weak; the right of the poor is particularly at risk. Well-functioning property rights and land institutions promote economic development and help reduce corruption and social conflicts. Corrupt land institutions and undefined land rights trigger conflicts and endanger peace and stability in the society. Efficient
land administration that is accessible to ordinary people that recognizes the complexity of land rights on the ground is crucial for good governance.

Land administration is a public good that needs to be accessible and affordable to all especially at this juncture of urbanization. District government requires adapting and recognizing customary land rights; to understand indigenous land management systems; and to respect the rights of marginalized groups. This requires institutional reform such as hiving off certain services to the private sector and capacity building, improvements in transparency and accountability and representation of all people in decision-making processes. Both civil society and the private sector have a part to play in delivering land services including plots allocation to all people in country. Therefore, private sector and civil society participation in land delivery must be accommodated in the new partnership arrangements of good governance and poverty reduction strategies.

5.4 Recommendations

From the data available several observations have been made and the following recommendations are provided with a view of improving the situation:

1. To establish zonal offices whereby survey plans will be approved by appointed surveyor in specific zone. Likewise it is recommended that zonal offices should be established whereby town planning layout will be approved by appointed town planner. This will reduce delay in approval of both survey plans and town plans.

2. To increase number of workers in Zones offices where the certificates of occupancy are signed by appointed Assistant commissioners for lands; and zonal offices of Registrar of Lands as a short term measure with ultimate aim of empowering district offices. Signing of certificate of occupancy as provided under section 29 (3) of the Land Act, 1999 should be decentralized by appointing
Assistant Commissioner for Lands and Assistant Commissioners pursuant to section 11 (1) of the Land Act No. 4, 1999.

3 Increasing the budget for the Land Department and Town Planning department in Municipal, Town, and District Councils and at the Ministry’s headquarters to meet office requirements that include all stationery to implement the Land Act strategy of regularization for the purpose of enhancing security of tenure to the majority of urban land owner’s registry and proper land delivery service; which in turn will reduce land disputes and raise revenues of both local government Authorities and Government in general.

4 To institute computerized land allocation system to control and regulate records in order to minimize double allocations due to poor records. This enhances proper record keeping in the plots allocation process.

5 Ease financing constraints. Financing plots allocation projects and general infrastructure projects is a challenge in Tanzania, where there are limited options for financing long term projects. To ease financing constraints, priorities should include: developing longer-term investment policies and regulatory guidelines that encourage banks, insurance companies, pensions and other financial institutions to help finance plots allocation projects; and, encouraging the use of innovative financing instruments to mitigate lender’s risks. To help close the funding gap, the government of Tanzania is establishing facilities to provide long term finance for infrastructure projects. The opportunities for private investment in plots or land projects are immense. As the reach of PPPs increases across sectors, the capacity of the private sector to manage these projects over their entire life cycles of two to thirty years will also have to be enhanced. As government moves forward with PPP programmes, the factor most critical to
success will be their commitment to minimizing the constraints to private participation.

6 To provide adequate protection for lenders, public private partnerships should be designed in such a way; it will provide adequate protection to debt service against non-commercial risks related to force major regulatory changes, contract termination, etc. Avoiding renegotiations and midway changes to save costs and delays will also help secure lenders.

7 To develop public sector capacity, public sector capacity to prioritize, plan, appraise, structure, bid, and financially close PPPs remains the top-most challenge to the mainstreaming of PPPs at the district and national level.

8 Full and clear support by government for the PPP programme and for specific PPP projects has to come from the highest political level of government. Strong political will is essential in overcoming resistance and needs to be seen as a clear sign of the government’s intention to meet its contractual commitments.

9 Support capacity-building since the implementations of various projects in Mvomero District have highlighted the need for assistance in capacity-building and have underlined this as critical in the long-term success of PPPs at district level.

5.5 Limitations of the study

There are a number of limitations associated with this study.

1. Lack of seriousness on research response by many respondents. Despite being aware of the research subject, respondents did not give detailed opinions to some questions.
2. Also, the obtained data were mainly from respondents’ perspectives who were mostly managers, employee of Mvomero district and citizens. Also, questionnaires were formulated based on face-to-face interactions.
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APPENDICES

APPENDIX I QUESTIONNAIRES

Questionnaire on Assessment of Factors Triggering Ineffectiveness of PPP in Plots Allocation Project at Mvomero District

Dear Respondent

You have been randomly selected to answer this questionnaire. This is purely an academic study that sets out to assess factors Triggering Ineffectiveness of PPP in Plots Allocation Project at Mvomero District. Your participation is entirely voluntary. Do not write your name on this questionnaire. All data collected will be dealt with in the most confidential manner possible.

There are two sections in this questionnaire. Please fill in both the sections as accurately as possible.

Section 1: Respondents Profile

1. Please state your GENDER (e.g. Female) _______________________________________

2. Please state your AGE (e.g. 21 years) _______________________________________

3. How long have you worked as a teacher at this school?

One year to less than two years ……………………….. ☐
Two years to less than three years…………………. ☐
Three years to less than five years …………………… ☐
Five to ten years ……………………………………… ☐
More than ten years …………………………………… ☐

4. What is your current job position?

_______________________________________

a) When did you get this position

_______________________________________
b) What was your first position when you joined this school?

5. In which department do you work?
   (a) ICT
   (b) Human resource and administration
   (c) Finance and Accounting
   (d) Security
   (e) Transport
   (f) Procurement
   (g) General Operation and supporting Staff
   (h) Lands, Town Planning and Survey

6. What is your profession by training?

7. Local government loans help to enhance government’s capacity to allocate plot and develop integrated solutions that effectively addresses public needs
   i. Strong Agree
   ii. Agree
   iii. Nether agree nor disagree
   iv. Disagree
   v. Strong disagree

8. Local government loans reduce costs of plot allocation as well as the implementation of various infrastructural Projects
   i. Strong Agree
   ii. Agree
   iii. Nether agree nor disagree
   iv. Disagree
   v. Strong disagree
9. Local government loans is useful in accessing technical and managerial expertise, financial resources and technology for effective plot allocation
   i.  Strong Agree  
   ii.  Agree  
   iii. Nether agree nor disagree  
   iv.  Disagree  
   v.  Strong disagree  

10. Local government loans ensures fulfillment of the best interest of the public and private sector through an appropriate allocation of plots in Mvomero.
   i.  Strong Agree  
   ii.  Agree  
   iii. Nether agree nor disagree  
   iv.  Disagree  
   v.  Strong disagree  

11. Lack of comprehensive policy, legal and institutional frameworks that provide clear guidelines and procedures for development and implementation plots allocation Projects is the source of its ineffective
   vi.  Strong Agree  
   vii.  Agree  
   viii. Nether agree nor disagree  
   ix.  Disagree  
   x.  Strong disagree  

12. Lack of analysis capacity to assess investment proposals leads to poor plots allocation project designs and implementation
   i.  Strong Agree  
   ii.  Agree  
   iii. Nether agree nor disagree  

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13. Inadequate enabling environment which includes lack of long-term financing instruments and appropriate risk sharing mechanisms affect negatively plot allocation project;
   i. Strong Agree
   ii. Agree
   iii. Neither agree nor disagree
   iv. Disagree
   v. Strong disagree

14. Lack of public awareness about local government loans on plots allocation project and their benefits is the key factor for its ineffectiveness
   i. Strong Agree
   ii. Agree
   iii. Neither agree nor disagree
   iv. Disagree
   v. Strong disagree

Section 2:
Using the scale below, please circle the number of the rate that BEST describes your perceived importance of each statement presented in the Table below.

Scale:

1 = Substantially Unimportant (SU)
2 = Moderately Unimportant
3 = Slightly Unimportant
4 = Neither Unimportant nor Important
5 = Slightly Important
6 = Moderately Important
7 = Substantially Important (SI)
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<td>Moderately Important</td>
<td>Substantially Important (SI)</td>
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15. **Factors that affect the effectiveness of local government loans in plots allocation in Mvomero**

- i. Inadequate fund
- ii. Shortage of manpower
- iii. Delays in approval plans
- iv. Illegal changes of uses
- v. Delay in certificate of occupancy
- vi. Behaviour of land officers
- vii. Double allocation

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<th>SU</th>
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<td>vi.</td>
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<td>vii.</td>
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15. Suggest the possible measures to be employed in order to promote effectiveness of PPP loans allocation at Mvomero district

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........................................................................................................................................................................

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Thank-you for your cooperation!