

Community Participation in Development Planning, Monitoring and Evaluation in Dodoma Municipality: A Case of Chang'ombe Ward

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ABSTRACT

Community participation in development planning, monitoring and evaluation is considered as of importance as the heart that pumps blood, and that for community development to be attained it has to be given tremendous consideration. Nevertheless, a little is known on participation of communities in participatory planning in many projects taking place in Tanzania and in Dodoma Municipality in particular. The study was conducted at Chang'ombe ward, in Dodoma Municipality, in order to assess participation community participation in development planning, monitoring and evaluation. Data were collected using documentary review, questionnaires, key informants, interview and focus group discussion. A total of 113 respondents were selected in this study. Statistical Package for Social Sciences (SPSS) program was used to analyze data collected from field into descriptive statistics. The study revealed that awareness of community members on municipal development planning, monitoring and evaluation was low as 75% were not aware while for governmental and non-governmental organizations' staffs' awareness was (67%). Results also indicated that community members were involved mainly in implementation (65.9%), compared to planning (20%), and in monitoring (8%) and evaluation (7%). Community was involved in decision making to a certain extent through provision of views and recommendation. Roles of development agencies were satisfactorily known by the community members. It can be concluded that members of the community have little awareness on community participation. It is therefore, recommended that community should be given more knowledge as to why they are involved in planning, implementation, monitoring, and evaluation processes as others questioned why they were contributing and they paid so many taxes.

Keywords: Community, participatory, planning, monitoring, evaluation.

1.0 INTRODUCTION

Community participation is one of the key aspects of a community empowering. Many studies revealed that communities that engage their citizens and partners deeply in the work of community development raise more resources, achieve more results, and develop in a more holistic and ultimately more beneficial way (Peck and Scott, 1998). Community participation then is critical to community success. Community involvement can take many forms: community members can be informants in formative and evaluative research and development relevant to the delivery of services, they can design or shape interventions, they can deliver services, they can be advocates, and so forth. As viewed in the framework of human rights, it is clearly the right of communities to participate in the planning/design, implementation, and evaluation of interventions designed to affect their own well-being. Participatory planning in any community is both a process toward an end and an outcome in itself. This is particularly true when it comes to marginalized and underprivileged groups, who often do not have any influence in matters that affect their lives due to the associate governance issues. If the communities are involved in all stages right from preliminary to the implementation stage then community members are often willing to invest their own resources including financial, labour, time, and material resources in activities they see as benefiting themselves and their community. Evidence based on case studies in Thailand, Uganda, Australia, and Canada (UNAIDS, 1998), for example, clearly shows that communities are prepared to take leadership roles, take responsibility, and devise ways of sustaining the activities they initiate, and that they are able to work in partnership with national governments. Tanzania, through decentralization, restructuring and the reform of local authorities, attaches participatory planning as a key approach to enhance and enforce its implementation and realization of the community participation. Opportunities and Obstacles to development (O&OD) approach is given prominence by its proponents for being multi-sectoral, multidisciplinary, and inclusive in line with national and the Millennium Development Goals (MDGs), hence effective for improved service delivery (Fjeldstad *et al*, 2010).

Promoting wellbeing of a community is concerned with the creation of improved social and economic conditions through emphasis on voluntary cooperation and self help efforts of the communities (Fjeldstad and Nygaard, 2004). Participation then becomes a vital component of the self help process and community development. In other words, local communities need to be involved in planning,

implementation, evaluation and other phases pertaining to those decisions that affect their lives, thus gaining confidence, self-esteem and knowledge, and developing new skills (Javan,1998), in this case then approach in which community are involved is critical to be identified.

Conyers (1986) classified three approach of community participation, namely, "top-down", "bottom-up" and "partnership". In top-down approach of community participation, main activity of development is initiated by the government or authority. In fact, in this approach everything is managed by government at the expense of local community being passive. The top-down approach emphasizes and practices central planning. On the other hand, the bottom-up approach to community development is initiated and managed by the community for the community. Partnership approach applied when the development project/programmes are initiated by both the government and the local community. Government and service provider institutions such as Non Government Organizations, Community Based Organizations and Civil Society should play merely a supportive role as facilitators and consultants. The active role in the process of development should be played or initiated by the community itself with emphasize of improved good governance.

Participatory planning and budgeting reforms envisage that development programmes will be relevant to local needs and engender a sense of ownership to facilitate implementation of development planning and budgeting propelled by the decentralization of responsibility and financial resources for delivering public services from central government to local government authorities (LGAs), through Opportunities and Obstacles to Development (O&OD) planning approach was initiated 2002 (Cooksey and Kikula, 2005).

Since independence in 1961, the government of Tanzania sought to have participatory planning in the economic planning process with the view to attaining a bottom-up planning, the government effort to attain this is seen in different periods such as in 1961-1966 which was led by independent vision to attain higher standard of living by fighting illiteracy, diseases and poverty (URT, 2004). Furthermore, the Tanzania Development Vision 2025 calls for the empowerment of local communities and promotes democratic participation of the people in the local development (Franklin,2006). The vision target was reported to have been implemented in Tanzania for almost 50.2 percent (Massoi and Norman, 2009). In Dodoma municipality and Chang'ombe ward in particular

there have been various community participatory development projects such as water wells drilling, schools building, teachers' houses projects and ward office building (Ward development report, 2014).

Despite, the promotion of community participation in development planning still socio-economic services such as health, education, water, environmental protection and infrastructures are less efficiently delivered. (Dodoma Environmental Network of Tanzania, 2012). Over 70% of diseases in Chang'ombe, appear to be water and sanitation related diseases (URT, 2007). The ward is faced by unplanned settlements that lead to poor environmental protection (Ruheka *et al.*, 2008). Thirty percent of people of Chang'ombe still use water from traditional shallow wells and hand pump wells (Ruheka *et al.*, 2008). It is on this ground that the study intends to assess the awareness, involvement of the community, and outcome of community participation in development planning, and evaluation basing on projects implemented at Chang'ombe ward from 2002/03-2012/13fiscal year.

2.0 METHODOLOGY

The study was conducted at Chang'ombe ward in Dodoma Municipality. Chang'ombe ward is a low-income unplanned settlement located 6 km north of the town centre. The ward consists of six “*mitaa*” namely (i) Chang'ombe juu, (ii) Hamvu, (iii) Kishoka, (iv) Msamaria, (v) Mazengo and (vi) Chilewa. The ward is boarded by Chamwino ward at the South, Kizota ward at the East, Miyuji at the North and Mnadani at the West.

The study area was selected based on the fact that it has been implementing community development projects within ten years between 2002/2003 and 2012/2013 and it is ward with the largest population (25,415) compared to other remaining wards. Moreover the emphasis was given on participatory planning but little has been improved so this called for assessment of how participatory planning was conducted to facilitate community participation for development.

This study used a cross sectional design, which is carried out at one time point over a short period of time (Kate, 2006). Cross sectional design is used usually to estimate the prevalence of the outcome of interest for a given population.. The study also used both qualitative and quantitative approaches. Qualitative approach

focused on personal opinions and quantitative approach was for numerical data from the research.

According to the 2012 population and housing census, total population of Chang'ombe ward was 25,415 including of 12,583 males and 12,832 females. The Sampling frame of the study included community members, ward executive officers, community development officers, officials from government institutions and NGOs and CBOs. Both probability sampling and non-probability sampling techniques were used as sampling procedures. Probability sampling under simple random sampling was used to obtain respondents from selected *mitaa*, while non-probability sampling under purposive sampling was used to obtain other key informants such as those from NGO and GO.

The research covered a sample size of 100 respondents from the ward. This number was obtained by using the formula by Yamane (1969) (Equation 1) at a confidence level of 90% and 10% level of precision.

$$n = N / (1 + N(e)^2) \dots\dots\dots \text{Equation 1}$$

Whereby: n = sample size, N = Population size, and e = level of precision 10%. A formula yielded a sample size of 100 respondents. Furthermore, 13 key informants were also involved in the study. Composition of respondents and their category is presented in Table 1.

Table 1. Composition of respondents and their category

Respondent category	Number of respondents
Community members	100
AFRICARE	1
CDA	1
<i>Mitaa</i> chairpersons	7
CDO	1
Municipal planning officer	1
WEO	1
TASAF Officer	1
TOTAL	113

The study obtained data from both primary and secondary sources for the essence of crosschecking the validity and reliability of the data. Semi structured

questionnaire was used as instruments for primary data collection from community members whereby both open and closed ended questions were involved. Also personal observations was another tool which was used, hence the researchers observed the implemented development projects initiated by participatory planning and its contribution towards community development. Secondary data were collected through reviewing reports, journals, text books, published papers and electronic libraries.

Quantitative data were analysed for descriptive statistics using Statistical Package for Social Sciences (SPSS) version 16, while qualitative data were analyzed by the use of content analysis method.

3.0 RESULTS AND DISCUSSION

3.1 Awareness of Community Members on Development Planning, Monitoring and Evaluation

The findings revealed that 75% of the respondents were not aware while 25% were aware. This implies that it was difficult for members of the community to fully participate in community development initiatives. Low level of knowledge on participatory planning can partly be found due to limited resources that are available for awareness campaigns, bureaucracy and central level politicians who refuse to devolve power to lower levels (Fjeldstad and Nygaard, 2004).

This result resembles with that took place in Arumeru District which revealed that community members and lowest level of elected leaders were powerless, not aware of the participatory planning, and sometime they receive few information from the government, NGOs and CBOs officials, (Kelsall *et al.*, 2005).

Table 2: Awareness of community members on development planning, monitoring and evaluation

Extent of awareness	Frequency	%
Aware	25	25.0
Not aware	75	75.0
Total	100	100.0

3.2 Awareness of Community Leaders and Municipal Officials on Development Planning, Monitoring and Evaluation

The study revealed that 70% of the local leaders and municipal officials were aware of the participatory municipal planning, while 30% were not aware (Table 3). Community leaders and municipal officials were exposed to Opportunities and Obstacles to Development (O&OD) planning approach since 2002 to ensure that citizens at the grassroots level are involved in the planning and implementation of development programmes in their localities (Fjeldstad *et al.*, 2010). Findings show that leaders were given seminars and workshops on how better they could involve the community in development activities facilitated by both government and non-government institutions. Local leaders are engines for local development as noted by Shah (2008). So a high percentage of awareness implies that the leaders were capable enough of influencing members of the community to participate in community development projects in the ward.

Table 3: Awareness of community leaders and municipal officials on development planning, monitoring and evaluation

Extent of awareness	Frequency	%
Aware	7	70.0
Not aware	3	30.0
Total	10	100.0

3.3 Awareness of NGOs, and Government Organizations on Development Planning, Monitoring and Evaluation

Two-thirds (66.7%) of the sampled NGO's (private sectors) and government organizations that were visited were aware of participatory municipal development planning, monitoring and evaluation for community participation while 33.3% were not aware as shown in the Table 4

Table 4: Awareness of NGOs and government organizations on municipal participatory development planning monitoring and evaluation

Extent of awareness	Frequency	%
Aware	2	66.7
Not aware	1	33.3
Total	3	100.0

3.4 Stages of Involvement of Community in Different Development Programmes

Most of the respondents in the study area confirmed that they were involved during implementation of development projects established in their area. Nevertheless few were participating in other stages. As shown below in the Figure 1.

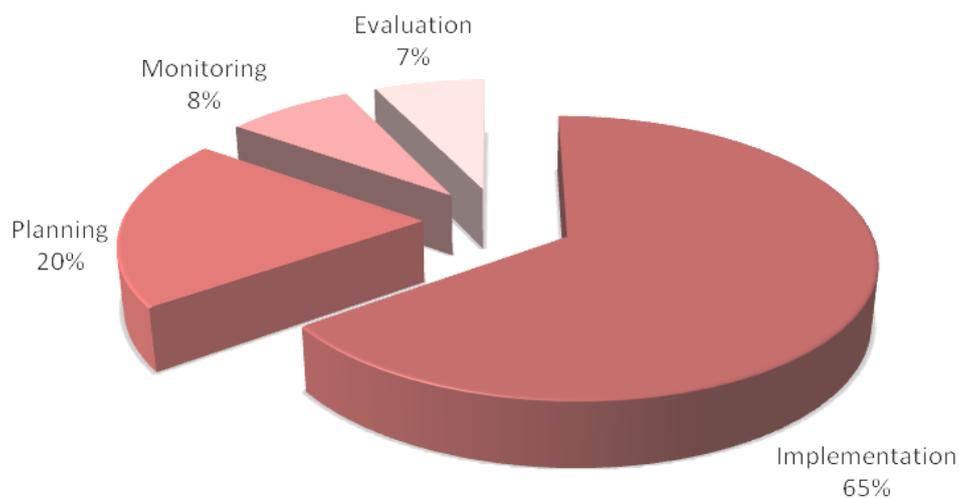


Figure 1: Stages of involvement of community in different development programmes

The results indicated that 65% of the respondents claimed that they were involved in implementation stage while the experts and leaders played part in other stages. This implies that, the members of community were not sufficiently involved such a situation could cause poor performance in the implemented projects and affect projects' sustainability.

Generally, the findings corresponded with those of a study conducted by REPOA (2005), which revealed that the depth of implementation of bottom-up planning in the studied council differed from those of another council. Also, in most cases, it was undertaken by few experts who did not reach people. They considered it to be top-down rather than bottom-up. The findings confirm that community involvement in participatory planning, implementation, monitoring and evaluation is still minimal. This has critical impact on the sustainability of the developed

projects because they were just brought to the local community for implementation and may not meet the needs of community members.

3.5 Stages in Which Municipal Officials Involved Community in Development Planning Process

More than seventy percent (71.5%) of the surveyed officials reported that community members were involved during implementation, 14.3% were involved in planning; while 7.1% were involved in monitoring and the same percentage for evaluation as shown in Table 5. In this case there is a contrast between what officials were claiming as compared to what community commented. While officials showed high percentage of involving community, 71.5% community members said that their participation during implementation was 65%. With such a situation, there is a need for further studies on how community was involved in different projects.

Table 5: Stages in which officials involved community in municipal development process

Stage	Frequency	%
Implementation	10	71.5
Planning	2	14.3
Monitoring	1	7.1
Evaluation	1	7.1
Total	14	100.0

3.6 Development Projects Identified and Implemented Between Year 2002/3-2012/13

In case of development projects 85% of the respondents at Chang'ombe ward agreed that there had been development projects initiated either by local government, NGOs, and community members between years 2002/2013. Development projects undertaken in the study area were road construction (42%), ward secondary schools (30%) *mitaa* project and site for business (8.5%), health projects (6%) and children care centre (3.5%). As shown in Table 6.

Table 6: Development projects/programmes implemented by the year 2002/3-2012/13

Project	Frequency	%
Road construction	42	42.0
Ward secondary schools	30	30.0
Mitaa projects and sites for business	18.5	18.5
Health project	6	6.0
Children care centre	3.5	3.5
Total	100	100.0



Plate 1: A new road constructed at Chang'ombe ward

The findings showed there were development initiatives undertaken by the government, non-governmental organizations, governmental organizations and community members for community development in line National Strategy for Growth and Reduction of Poverty (NSGRP) (URT, 2005 and 2008). Those projects helped to improve provision of different services in the ward as acknowledged by respondents basing on the outcomes of the implemented projects and programme.

3.7 Initiators of Development Projects / Programmes Implemented

As seen in Table 7, shows 60% of the respondents informed that development projects established in the area were owned/ initiated by local government, 30% were initiated by Non-governmental, and 10% were initiated by local community. Once Mwl J. K. Nyerere said that: "I believe that the key to Tanzania's success lies in the

development of an efficient and democratic system of local government. I wish to emphasize the words efficient, democratic and local..... I use these words because they seem to me to contain the kernel of the whole matter: local because the system of government must be close to the common people and their problems; efficient because it must be capable of managing the local services in a way which will help to raise the standard of living; and democratic because it must not only find a place for the growing class of educated men, but at the same time command the respect and support of the mass of people” (Eckert, 2007). The Findings in this study indicated that most of the projects established in community were not initiated by the local community members.

Table 7: Initiators/owners of development projects/programmes

Project Initiators	Frequency	%
Local government	60	60.0
Non-Government Organization	30	30.0
NGO's		
Local community	10	10
Total	100	100.0

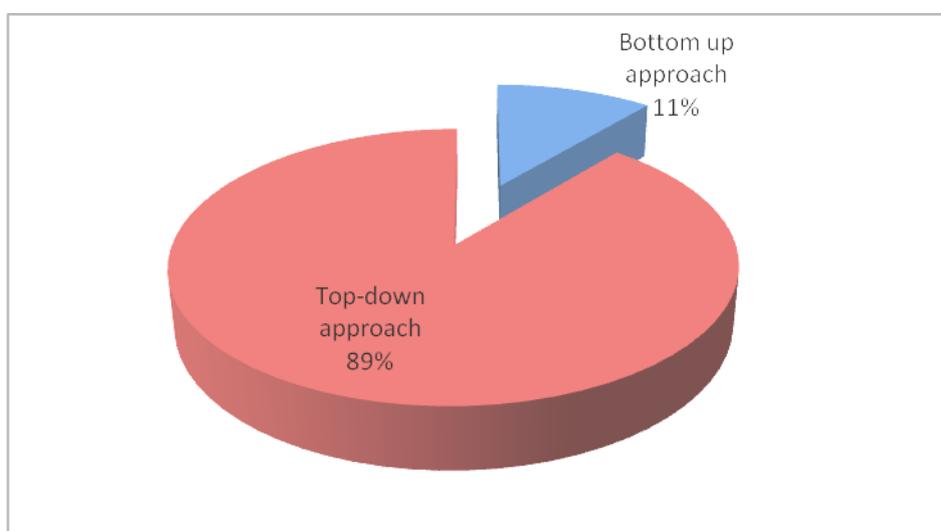
3.8 Approaches Used in Development Planning, Monitoring and Evaluation

Majority (89%) of respondents indicated that the approach which had been used in establishment of development projects was Top-down approach while 11% claimed that Bottom-up approach was used as shown in the Figure 2. This finding was in contrary with how the preparation of the plan at the LGA level wants, which requires involvement of Villages and Mitaa (streets) as corporate bodies within LGA’s structure. These are required by law to make plans and budgets in order to perform the mandated functions in their areas of jurisdiction. Planning at this level is more *participatory* and involves a wide range of stakeholders and the community. Opportunities and Obstacles to Development (O & OD) is the main tool used in the process of planning and budgeting at this level in which Bottom-up approach is favorable (URT, 2007).

The study revealed that most used approach during the establishment of development programme/projects was Top-down approach, the approach which needs and the demands were little incorporated and local community was not involved in all participatory stages which includes planning, implementation,

monitoring and evaluation rather than be involved in implementation, example in ward secondary school building. Only 11% of the established projects involved the local community (Bottom-up approach) this reveals that the objective of introducing Opportunities and Obstacles to Development (O & OD) will take long time to be attained. Generally implication of this finding is that still the projects/programmes introduced to the community were not the projects representing the real needs and demands of community, of which could be among reasons for the poor participation of the community.

Figure 2: Approaches used in development planning, monitoring and evaluation



3.9 Typology of Participation Used in Development Planning, Implementation, Monitoring and Evaluation

Table 8, shows the typology of participation whereby 70% had passive participation, 15% participation by information giving, 8% participation by consultation, 5% participation by material incentives and lastly 2% had functional participation. These findings indicated that, the community members participated by only being told what was going to happen or what has happened. This was the case for road construction. On other side 5% of the community members participated for material incentive, this is mostly used by government in which people participate by providing resources (e.g. labour or cash) example in the construction of ward secondary schools in which members of community contributed 5000Tshs and those who had no money paid through labour.

Types of participation by stakeholders range from passive participation, in which people are simply told what is going to happen or has happened already, to active participation, where people take responsibility for and actively contribute to project planning, design, and implementation Mchombu (2002). Most of the established projects in the study area based on passive participation and participation by information giving. This implied that community was not fully involved hence could jeopardize projects sustainability.

Table 8 Typology of participatory planning, implementation, monitoring and evaluation

Typology of participation	Frequency	%
Passive participation	70	70.0
Participation by information giving	15	15.0
Participation by consultation	8	8.0
Participation by material incentives	5	5.0
Functional participation	2	2.0
Total	100	100.0

3.10 Extent to Which Community Views were Included in Development Planning

Seventy percent (70%) of the respondents informed that views of community were not included in municipal participatory planning while remaining 30% informed they were included. This was due to the fact that most of the projects were out of top-down approach as claimed by community members. Involving community members by consider their views, recommendation and challenges helps to improve the quality of decisions made and policies formulated by tapping into more extensive and alternative sources of information and viewpoints which is sometimes referred to as soliciting “hidden knowledge”. (Devas and Ursula, 2003; Policy Forum, 2008). In contrast this study discovered that views and recommendations of local community were not fully included in municipal participatory planning.

4.0 CONCLUSION AND RECOMMENDATION

4.1 Conclusions

It is concluded that majority of the members of the community (75%) are not aware of the participatory municipal development planning, monitoring and evaluation. This affected negatively full participation of the members of the

community in development initiatives. On the other side local community leaders and municipal officials are aware of it and this was made possible by the seminar given to them on Opportunities and Obstacles to development.

In case of surveyed NGO's and government organizations this study concludes that, two third of them are aware of participatory municipal development planning, monitoring and evaluation for community participation.

Stages of involvement of community in different programmes/projects, it is concluded that most of the respondents (65%) are involved in implementation stage and not in other stages.

More over the study concludes that, majority of the respondents (89%) reported that top-down approach is the dominant approach of involvement of community members in establishment of implemented development projects in the study area.

Also it is concluded that, passive participation is a dominant typology in participatory planning, implementation, monitoring and evaluation whereby community members participated by being told what was going to happen or what has happened.

4.2 Recommendations

The following recommendations are drawn from the conclusions:

- There should be training programs on awareness creation to potential stakeholders including local communities, policy makers, governmental and non-governmental organizations on participatory planning, implementation, monitoring and evaluation processes.
- Local communities should be involved in all participatory planning stages which include planning, implementation, monitoring and evaluation of any established project/programmes that affect their lives.
- Top-down approach should give way to Bottom-up approach for community participation in development planning to enhance community development and increase community involvement in decision making.

- Governmental and Non-governmental organizations' (NGOs) projects should prioritize grassroots' plans, so as to solve real problem of the community.
- Views and recommendations of local community should be included in participatory municipal planning.

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