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CREATING A LOCAL GOVERNANCE PERFORMANCE INDEX IN TANZANIA

By

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ABSTRACT

This paper reports on a three-year externally-funded project which researched the process of designing and implementing a local government performance index (LGPI) through collaborative research in two Districts of Tanzania (Mvomero and Ujiji-Kigoma), with the aim of understanding how such an index could improve local governance, accountability and service delivery.¹

It found that a LGPI has the potential to do these things, but as a tool for collaborative problem-solving working, and not as a mechanism of external judgement and quantification.

This paper is organized into 10 sections. Section 2 locates the research in relation to the wider literature and evidence base. Section 3 outlines attempts to make the political and systemic realities visible, and to produce a potential set of indicators that help to untangle blame and accountability in service delivery. Section 4 shows how the index was refined, in close discussions with sponsors at District and Village levels. Section 5 shows how some of the resulting problems were overcome. Section 6 reflects on this, and presents the baseline data, but crucially does not attempt to interpret it. This data belongs to the Districts. Section 7 shows how most of those who participated thought that the index would help them improve the quality of their services. Section 8 therefore sets out what we recommend might happen next in the processes of advancing from research to action through embedding the LGPI as a collaborative problem-solving tool in the two pilot districts. Section 9 draws relevant conclusions.

¹ 'Holding Local Government to Account: Can a Performance Index Provide Meaningful Accountability?' funded by the UK Economic & Social Research Council and the UK Department for International Development from 2014-2017 and led by Mzumbe University, in partnership with the Foundation for Civil Society, INTRAC (UK) and ODI (UK).

Local Economic Development did not feature explicitly in this research, other than in its consideration of agricultural extension. However, the implications of the research for this service are clear and these are drawn out in the final section of the paper.

1.0 INTRODUCTION

In 2014, the University of Mzumbe in Tanzania, in partnership with the Foundation for Civil Society and INTRAC, an organisation which supports civil society organisations around the world, launched a three-year research project to explore the viability and value of creating a local governance performance index at the district level in Tanzania. This research was funded by the UK Economic & Social Research Council (ESRC) and the Department for International Development (DFID). Its task was to ascertain:

To what extent might a local governance performance index (LGPI), informed by civil society and citizen participation, lead to improvements in pro-poor service delivery and local governance in Tanzania?

The research had two specific components: 1) formulating and piloting a LGPI using indicators selected to reflect improvements in pro-poor service delivery and local governance; and 2) analysing the institutional and political interactions involved in this process.

The process of creating and testing a LGPI started by questioning the relationship between institutions of local governance, notions of good governance and performance, and the potential indicators that might make comparative judgment of local governance performance possible.

Since writing the original proposal and coming to the end of this research, the academic and literature and evidence in this area has developed rapidly. When we began, indicators and indexes were seen as a tool for good governance, naming and shaming poor performance, and therefore driving increased compliance with good governance principles through institutional reform. Whilst this view does remain influential, there is increasing criticism of the results of this approach.

There are three critical bodies of literature in which this research is located:

1. Recent assessments of the workings of the New Public Management;
2. A renewed interest in political economy – the interactions between politics and economics; and
3. Research on civil society organisations, and the conditions under which they are most effective in influencing change.

These are further considered in the next section of the paper.

1.0 INDEX PERFORMANCE: POSSIBILITIES, PRACTICES AND CONSEQUENCES

The dominance of New Public Management (NPM) and instrumental institutional reform as mechanisms for improving governance are increasingly questioned. Influential work such as that of Andrews et al (2013), Andrews (2015a, b), Buntaine et al (2017), Levy (2015) and Booth et al (2013) details a wide gap between policy adoption (of the principles of good governance and increased accountability) and implementation.

This requires a much greater focus on the political economy of how institutions work, on how they are incentivized and naturalised, on how programmes are managed and led and not on their form, on processes of iterative and adaptive reform, and on models of the interaction of individual and collective agency (and away from principal agent models)(Andrews 2013, 2015a, 2015b, Brinkerhoff & Brinkerhoff 2015, Guinn & Straussman 2017,Lund 2006).

Therefore, an effective LGPI should not replicate existing governance indexes in reproducing indicators of 'good' governance, but rather operate as a tool to fit processes of iterative and adaptive reform.

The idea of citizen- and civil society-driven accountability is also increasingly contested. Much of the donor and INGO driven accountability work is founded on assumptions that increasing information availability and citizen voice will be sufficient to hold governments to account. However, our fieldwork and review of available evidence supports the work of Fox (2007, 2015, 2016), Hickey & King (2016) and Tembo & Chapman (2014) in suggesting that:

- Transparency (of information) is not enough; citizens and civil society often lack the 'bite' to change systems, and civil society interlocutors tend to dominate the process
- Voice needs representation and not only aggregation, and may be limited by fear
- The state needs to be able to act in response- but may be constrained by institutional capacity

- The causal chain between transparency, participation and accountability is only as strong as its weakest link.

Understanding blame and not just accountability is also critical in shedding light on how institutions operate and how they evolve. Blame and blame avoidance play a role in how accountability and responsibility work in practice. Hood (2007) cautions that targets and indicators can become used in game playing related to the avoidance of blame in public institutions. Therefore, before starting the process of creating the LGPI we found it necessary to explore existing lines of blame.

Quantitative targets and indicators can distort service delivery and accountability, with focus driven to the target itself, rather than the processes and relationships behind it.

An index is formed from the aggregation of a set of indicators. Indicators act as proxy representations of institutional performance, conditions and context, and hence they should be viewed with caution. Recent studies such as Jerven (2013), Merrey & Wood (2015), Merrey (2016) and Chabbott (2014) demonstrate how indicators can take on a life of their own, coming to dominate processes and debates, rather than drawing attention to the processes behind them. Jerven (2013) also highlights critical limitations of the data behind many indicators.

These bodies of research led us to conclude that the quantification of indicators for external scrutiny and comparison should not be the main purpose of an LGPI. Rather, the indicators should be used as openings into problem solving around particular issues, and they should evolve as situations change. Indicators can also be used to draw attention to particular issues, for example, the inclusion of more marginalized groups. However, even these indicators need to be consciously questioned as to whether they draw attention to how problems of inclusion might be actively solved, rather than passively reported on, or whether they lead to manipulation through box-ticking exercises.

2.0 BUILDING THE LGPI IN TANZANIA, A COLLABORATIVE PROCESS

Phase 1 of the research began with a critical review analysing the conceptual discussions and evidence base relating to good governance, governance indicators and indexes, social accountability mechanisms and initiatives. The evidence searches prioritised materials on Tanzania, but also considered materials relating to the broader research questions. Whilst a range of evidence was collected (including peer reviewed journal articles, policy reports, working papers and other grey literature), we maintained a focus on local governance, holistic public service delivery indicators, and indexes where they existed. We drew on donor- and NGO-generated literature on social accountability mechanisms (e.g. scorecards, public expenditure tracking) and initiatives where these contained sufficient detail, conceptual rigour and analysis of relevance to creating a holistic local governance performance index.

Our starting assumptions were that:

- We must map out how local governance works in practice, rather than in theory.
- Causal assumptions on citizen access to information and civil society holding government to account are flawed and contested. Similarly, a check-list approach to creating 'good governance' has failed to deliver robust institutional change.
- Local governance is complex and has multiple channels - lines of accountability may be stated in policy but are likely to vary in practice.

Our methodology was based on an ethnographic approach, which involved collecting data from multiple sources, on repeated occasions. Questions in interviews and focused groups were semi-structured or unstructured guided by the aim of elucidating how local governance works in practice. Data and analysis are an iterative process, so themes arising in the data were then explored through further data collection. Thematic analysis (the process of identifying what is emergent from the data) was done through a process of discourse analysis and triangulation. That meant analysing what people say and what they do, but also cross-checking this with other sources.

So, in order to understand how local governance works in the two districts we began a process of mapping local service delivery, accountability and governance from the individual citizen up to the national level. This process began through selecting four villages and streets (Vijiji and Mitaa) in four wards in each District, purposively sampled to cover different characteristics of the District (full details are in our Working Paper 3). We then continued the process to the Ward (Kata) and then the District (Wilaya), Region (Mkoa) and Nation (Taifa). At each level, data collection encompassed any actors engaged in accountability, governance and service delivery. Table 1 provides an overview of the data collection in the phase 1 process which ran over the first two years of the project.

TABLE 1- PHASE 1 DATA COLLECTION

| Level | Sampling | Methods | Numbers |
|--|---|--|--|
| Wananchi (citizens) | Purposive-disaggregated by age, gender and wealth | Life-history Semi-structured interviews Service perception survey | 20 in each ward (80 per District) 312- total |
| Transect walk and mapping | Key public infrastructure | Transect mapping with key informants | Multiple in each location |
| Frontline workers, e.g. Teachers, Health workers, Extension staff, CSO staff | Key informants | Semi-structured interviews Village mapping | 5 in each ward (20 per District) |
| Village government (Village Executive Officer (VEO), Village Chair and Councillors) | Key informants | Semi-structured interviews Village mapping Focused group discussions | 5 in each ward (20 per District) 1 in each ward |
| Ward (Ward Executive Officer (WEO) and Councillors) | Key informants | Semi-structured interviews | 4 wards in each District |
| District- Executive and Civil society representatives | Key informants | Semi-structured interviews Focused group discussions Collaborative action research discussion and establishment of working group | 10-15 per District 1 per District |
| Region | Key informants | Semi-structured interviews | 3 per region |
| National- MPs, representatives of national ministries, civil society representatives | Key informants | Semi-structured interviews | 15- Local Government, Health, Education, Agriculture, National NGOs Academics |

From the initial data and research, we generated Figure 2 which maps out the different actors operating in relation to local governance and service delivery, i.e. the effective 'rules in theory'. It demonstrates the complexity of the theoretical lines of accountability.

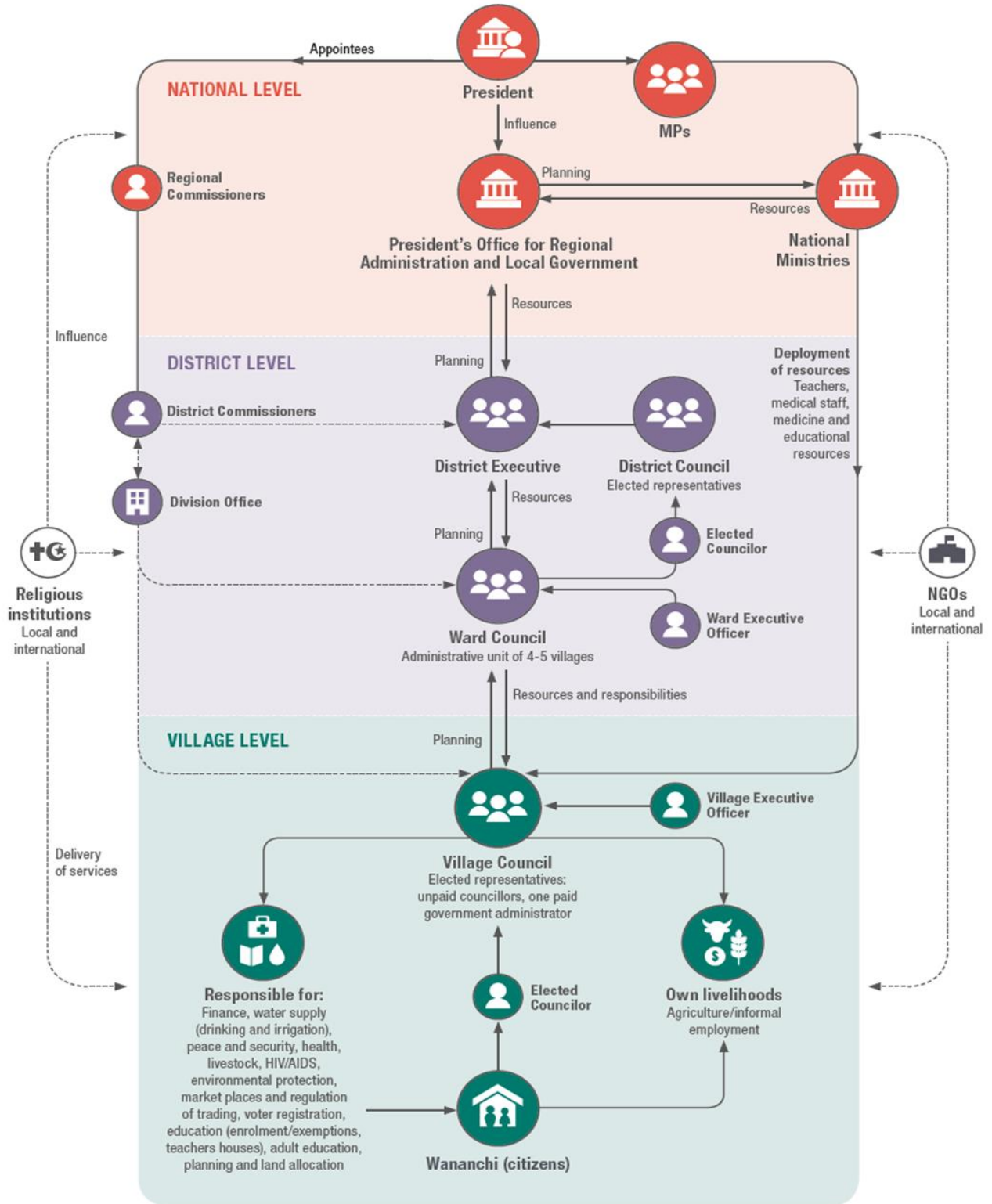


FIGURE 1: DELIVERY OF PUBLIC SERVICES IN TANZANIA

The key conclusions from phase 1 were that:

- Accountability for performance in the delivery of public services in these two districts is complex, and there is a lot of confusion about roles and responsibilities. More and more expectations are placed on the village/street level
- Blame for the lack of progress goes in all directions, by all actors, including some citizens who blame themselves for failing to deliver development activities.
- Different stakeholders (citizens, village and district leaders, local officials, civil society organisations, frontline workers) have very different views about who should be responsible for development, about what the local government is responsible for, and about how different elected and appointed people in local government should be held accountable for their performance.
- Working on the basis of 'rules in theory' (that is, how local government should work, how accountability should work) alone is unlikely to bring about significant changes in performance at the local level because of many obstacles throughout the system. These obstacles include systemic obstacles (e.g. limited resources, lack of infrastructure and information) as well as human obstacles (e.g. ingrained perceptions, fears of reprisal).

So while local governance has theoretical lines of accountability, in practice these lines are very blurred. It is therefore hard to see how local government can be held directly to account for service delivery when the responsibilities of local government are far from clear. The process of designing the Local Governance Performance Index (LGPI) needs to consider these contested and blurred lines of accountability.

However, the data suggests a strong desire to address this problem. The research revealed consensus that local government should be accountable for its performance, and participants in the research welcomed the participatory process and the emerging findings. We therefore see potential in using a LGPI as a collaborative problem-solving tool, that helps to move from a list of complaints about problems that local officials and representatives have limited capacity to resolve, to a collective understanding between citizens and local government about where blockages lie, and what they can do together to overcome them.

The bottom-up, participatory research and reflection process collected perspectives of citizens and local officials about key areas of development and service delivery that matter most to them in their lives and work. This enabled the research team, during a workshop in Movmero and Kigoma-Ujiji in 2015, to draw out a long list of potential indicators for a prototype LGPI.

These indicators were broadly under the headings of physical infrastructure; social services; livelihoods and resources; and political processes as summarized in Section 6 below. The interactive research process then led the research team to return to the Districts (wards, villages and citizens) to refine the long list of indicators through a discursive and interactive process, and to then test a shorter list of indicators through baseline data collection.

3.0 SELECTING THE FINAL LIST OF INDICATORS FOR THE PILOT LGPI

The aim of phase 2 was to refine the long-list of indicators and gather baseline data. An additional aim of phase 2 was to trigger a process of sharing the phase 1 findings while stimulating a collaborative and engaging dialogue, so that the district council (DC), civil society organizations (CSOs), councillors and citizens could explore ways to adopt and adapt the process.

From November 2016 to March 2017 further research was conducted in both Districts in the form of interactive and discursive workshops with key stakeholders. Additional focused group discussions (FGD) and interviews also took place in the villages with a purposive sample of the original interviewees. The overall purpose of this consultation was to refine the long list of indicators of local governance to a shorter list on which baseline data could be gathered.

The process asked two fundamental sets of questions:

- Which of these indicators are the right ones? Do they capture important elements of local governance and service delivery, and also aspects of inclusive access to services? What is the potential impact of the LGPI?
- What data is available? Can it be accessed and shared? If it is not already available, how will it be gathered and shared?

TABLE 2: OUTLINES THE DATA COLLECTION PROCESS FOR THE INITIAL PHASE OF NARROWING DOWN THE INDICATORS:

| Level | Sampling | Methods | Numbers |
|--|--|---------------------------|---|
| District – elected councillors & MPs | Key informants | Interactive workshop | 1 in each district (9-10 individuals in each) |
| District – officials | Key informants | Interactive workshop | 1 in each district |
| District – civil society representatives | Key informants | Interactive workshop | 1 in each district (numbers: 9 & 10) |
| Village – community respondents (citizens and village leaders) | Purposive, diversity of age, religion; disaggregated by gender Two villages/streets in each district (4 sites in total) – selected from the original 4 for accessibility and follow-up purposes | Focused group discussions | 1 male; 1 female; 1 village leaders (3 FGDs in each village/street) Numbers: 8-11 people in each FGD |

4.0 RESOLVING CHALLENGES FOR THE LGPI APPROACH

Conducting this type of interactive research requires that research assistants (RA) are themselves active and engaged researchers, capable of facilitating a discussion in relation to the wider research aims. Therefore, the RAs must be more than enumerators, and so require considerable training and orientation. Throughout this research, we have worked with at least four locally-based RAs. Their local knowledge and the trust that they have built in the Districts is an important component of this approach.

One of the challenges for some of the RAs was to be facilitators and not trainers during FGDs and workshops. RAs sometimes struggled with the idea of only facilitating the discussion without trying to *educate* participants on the subject of local governance, e.g. who should be part of the local government, or what is accountability. They also had to overcome nervousness from respondents about not giving the answers they thought the RAs were expecting or wanting. Some respondents also struggled to write up the notes in English in a short period. The workshops were in Kiswahili and some words, especially those that define concepts, can create confusion when they are translated into English.

Although the FGDs in general were very participatory and interactive, there were some tensions between groups who have in the past been ready to blame each other for weak service delivery, notably District Officials and Civil Society organisations. District Councillors also appeared to be highly aware of their own power within the locality and keen to demonstrate it. This experience does not mean that the councillors were not committed or did not want the project; it is just a way that they will often use to show they are the ones in power.

The greatest difficulty of refining the indicators occurred not because most stakeholders did not approve of the proposed indicators, but because most of these stakeholders have an embedded mentality of ‘empowering’ the citizens. For example, it was very difficult to get the CSO participants to understand why the indicators might also include questions for local government on their capacity. Most CSO respondents appear to believe that if citizens are not ‘empowered’ then the indicators will not lead to change, nor will

development take place. There is very little understanding that even the most empowered citizens can only claim what is available.

There are also many layers of issues that can lead to failure in this model of accountability. Among them are the capacity and competence challenges of the local government, such as councillors and village leaders (all untrained and unpaid) and the lack of resources. One civil servant in Kigoma explained: *“It is a duty of a local leader to fulfill his/her responsibilities by evoking positive results through availability of resources; scarcity of resources may hinder the whole process of being accountable.”*

The workshops and FGDs made visible the necessity of bringing different stakeholders together to understand why a service or responsibility is not delivered, rather than having a list of complaints of what government did not do according to policy.

The workshops also emphasized the limitations of the CSO approach in current practice. CSOs reported that they tend to end up resolving an issue in parallel with local governance structures. For example, the locals complain about the lack of clean water, and a CSO organizes a meeting between citizens and councillors so that they can raise their concerns. Councillors might act on this one incident; however, the structure in place, such as village leadership, is not part of the process and leaders cannot learn to use the same technique in the future. The CSOs' approach resolves the immediate issue but struggles with sustainability of the project, meaning that when the funding ends then the support from CSOs ends too.

Some participants in the workshops expressed high expectations for the LGPI. However, without local engagement in the problem-solving process and tracking of indicators, change is unlikely to be generated.

5.0 THE PROCESS OF REFINING AND AGREEING THE INDICATORS

The project and particularly the indicators were welcomed by all stakeholders following a process of building shared understanding of the findings from phase 1 of the research.

The long-term and iterative nature of this research has built trust in the process, as one participant in Kigoma said, *“These researchers are serious on the issue we discussed here, since last month I met with them and most of the questions you find on indicators were there in phase one as the facilitator said.”* There was a feeling of hope and trust among stakeholders that this project could lead to improvement of social services, as they saw issues raised in phase 1 reflected in the proposed list of indicators.

The interactive discussions to refine the indicators were based on three principles:

- As much as possible, indicators need to link directly to the responsibility of local government. For example, the provision of electricity services as a whole is not in the remit of local government. However, the extent to which water and electricity are available within public institutions such as schools and health centres does relate to the powers of local government
- Indicators should draw attention to issues of inclusion, e.g. political representation of women, or access of the poorest to social services
- Data can be gathered in relation to the proposed indicator within the scope of the project, and within the means of local institutions after the project ends.

The sustainable operation of the LGPI process cannot be based on an expensive data set, as this will be a major impediment to its use. Therefore, an LGPI should begin with the data that is already available in the Districts, wards and villages, and where necessary use a simple survey of frontline workers and citizens to fill gaps.

There was some concern from workshop participants as to the reliability and trustworthiness of existing data sources:

“We appreciate the way you have introduced us to the activities of the last phase of this project and we have understood. These indicators can measure the performance of local government. I am doubtful whether we will find a reliable ‘person or institution’ who will have the ability/capacity to bring us ‘true’ information – data that are not manipulated!” Male FGD, Kigoma, general comments

“That is because the reports are produced by the leaders themselves. If this information is from an independent source, it will show the difference and will be trusted by the citizens.”

Male FGD, Kigoma, general comments

However, most of the stakeholders who commented on the indicators confirmed that we could collect data for all the indicators listed, and they suggested the following:

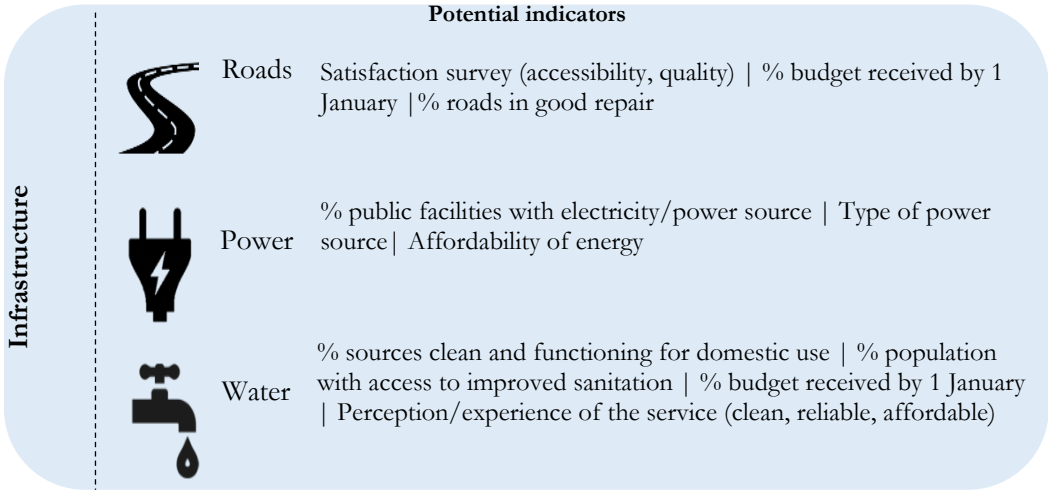
“Directors of departments are at the ward level and going to their offices, the information can be accessible ... At the village level, there are different committees and one of them is the water committee formed by the citizens themselves. They have all the information and you can access it any time it is needed.” Councillors, Mvomero FGD).

Physical Infrastructure

Phase 1 of the research found considerable citizen interest in the state of roads. Whilst Central government is responsible for major roads, local government responsibility covers smaller local roads, which are unpaved and susceptible to degradation. Therefore, indicators in this area relate to citizen perceptions of road quality and accessibility, as well as District Council figures on the state of their roads. We also recognize the challenge for local government relating to whether they receive centrally allocated resources for road building by the mid-point of the financial year.

In relation to electricity and other power, the main measure for local government relates to the connections for public institutions, with further indicators on the proportions of different power sources, and the affordability of energy sources.

Local government have clear remits in relation to drinking water provision but are still dependent on central budgets for resource allocations. Therefore, understanding what proportion of the budget is received by the mid-point of the financial year provides an indication of how much resource local government has to act. Statistics on the state of District level access to clean water should be available and can be cross-checked against a perception survey of citizens on the safety, reliability and affordability of water.



Social services

Four clear areas of social service provision emerged as critical from phase 1 of the research: health, welfare, education and justice. Again, it was necessary to disentangle which components local government are responsible for. In all of these sectors, some resources are received from central government for local government to use for implementation. However, other initiatives are implemented directly by the Ministries or National Agencies either through central funds or through donor funds. In addition, many other actors are also engaged in provision of these services.





For health, with a focus on local government’s role in this, the percentage of the budget received by the mid-point of the financial year, the level of staff vacancies, and the

satisfaction of frontline workers give important indications of the capacity of local service delivery. Districts should also already collect data on other indicators relating to service quality and inclusion, e.g. mortality rates, percentage births attended by a trained attendant, availability of services, etc. In addition, the percentage of those exempted from payment for health services (and registered through the Community Health Fund) could also be an indicator of inclusion and outreach on the part of local government.

In relation to welfare, the nationwide roll out of the TASAF conditional cash transfer scheme can be monitored. Selection of beneficiaries is community-based and therefore under the jurisdiction of local government. Indicators of coverage and satisfaction with this scheme can therefore also provide insights into its operation. The ability of local government to coordinate the activities of NGOs/CBOs is also a local government responsibility and so could be tracked through the percentage of reports received by local government.

In education, the Ministry of Education remains responsible for staff recruitment; however, local government can track the percentage of staff vacancies, facilities available in schools, as well as pass and completion rates disaggregated by gender and potentially by income group. The satisfaction of frontline staff can also be tracked. Citizen satisfaction with education services can also be tracked, and particularly the issue of extra contributions required for school attendance.

The area of justice is complex. For example, policing is not the responsibility of local government, however peace and security at community level is. Community level courts also operate in co-operation with local government structures. For these reasons, indicators are restricted to citizen perceptions and experiences of local courts, peace and security, and of corruption. Such indicators could provide a starting point to localized discussions, for example on the performance of local courts, and particular challenges to peace and security, e.g. the violence between pastoralists and farmers in Mvomero.

| Social Services | | |
|---|-----------|---|
|  | Health | % exempted from payment % budget received for health by 1 January % staff vacancies satisfaction (service/staff) % births with trained attendant Availability of health services Mortality rates malnutrition rates |
|  | Welfare | Conditional cash transfers: coverage, selection process, impacts Vulnerable children programmes NGO/CBO coordination, monitoring % NGO sent annual reports for last year |
|  | Education | Enrolment, completion and pass rate % staff vacancies Average student/teacher ratio satisfaction (households, staff) extra contributions paid by households % budget received by 1 January (District) Number of early pregnancies school infrastructure |
|  | Justice | Satisfaction with peace and security corruption perception |

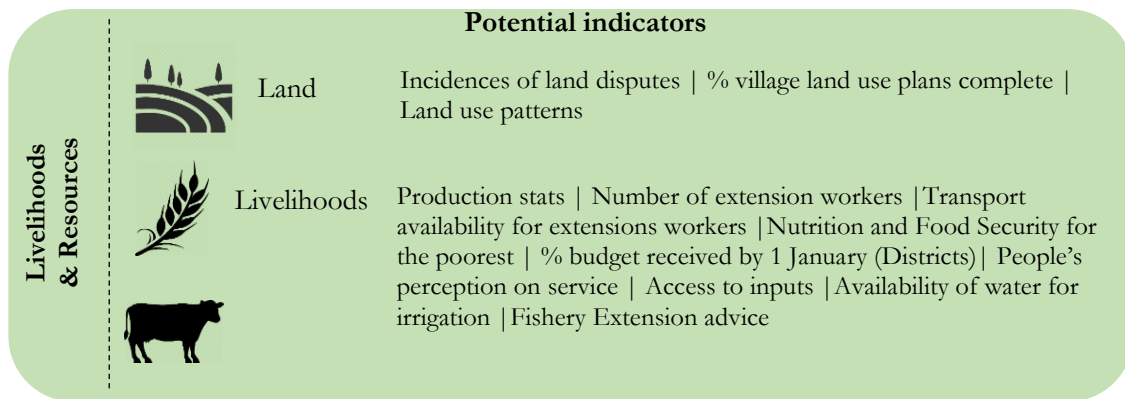
Livelihoods and Resources

Debates concerning land and livelihoods in Tanzania are central to public discourse, but for the LGPI we have to select indicators which relate to local government remit.

All land is ultimately under the control of the central state, but land legislation devolves land planning and allocation responsibilities to local and village government. Land disputes are also a major source of tension that emerged in phase 1 of this research. Therefore, collecting data on the number of officially recorded land disputes could be a useful starting point for further problem-solving discussions. The percentage completion of village/street land use plans also falls in the remit of local government. Data on land use patterns could also be useful for tracking trends.

In relation to livelihoods, local government does hold some responsibility for local economic development and employs agricultural extension workers. Therefore, indicators of their capacity are important, such as whether they have access to transport. Further areas include what percentage of the budget is received by local government from central government, and what data is collected on agricultural production. A perception and experience survey of citizens can also reveal access to inputs, such as the government voucher scheme, and the availability of water for irrigation. This set of indicators requires adaption to the livelihoods in the local context, and to recognize dynamics of poverty. For example, tracking the size of land holdings over time might highlight where land grabbing is taking place. In Kigoma-Ujiji, tracking the number of fisheries extension officers would

have more importance than agricultural extension workers. Additional indicators could also relate to the collection of local taxation from businesses.



Political

Indicators of political processes relating to governance are divided into two: effectiveness; and the nature of the representatives. The effectiveness of political actors can be ascertained by a perception survey of citizens, which differentiates between actors such as village leaders, councillors and MPs.

The perceptions of the elected officials themselves as representatives can also be obtained, e.g. how satisfied they are with processes, with the budget received from central government, and with the performance of frontline workers. Do they believe themselves to be effective?

Elements of inclusion can also be probed, for example in exploring the percentage of women representatives elected without being special seats (those reserved for women), or the representation of other more marginalized groups among political representatives e.g. persons with disabilities, or youth.

Political



Effectiveness

Potential indicators

Citizens' perceptions: contribution to village planning last year/quarter; personal contact with local official; participation in village assemblies, Effectiveness of ward councillors, MPs



Representatives

Ward Councillor: district budget agreement; effectiveness of village/street councils

% of women in non-special seats, % youth, or persons with disabilities

6.0 WILL MAKING THESE INDICATORS PUBLIC LEAD TO AN IMPROVEMENT IN SERVICES?

Most participants believe that these indicators will lead to an improvement in services for several reasons: they will create more transparency, start the conversation among the local government and motivate local governments to act, as they will be aware that people are watching their actions.

The view that more information will allow people to speak up and hold people to account is frequently articulated:

“All indicators mentioned directly touch the life of the Vitonga people and bring a clear picture of what we need. If these indicators are made public, it will help to improve services and hence bring development.” Vitonga, village leaders FGD

“Openness will help in improving social services because silence will have been broken and people will have the reason to speak up. Also, those who are in a position to provide services will know that all their actions are all open and being monitored by the public.” Male FGD, Kigoma

“These indicators show what we need at Mziha. I was very happy when I saw the list, because here at Mziha we get a lot of problems in our dispensary, especially pregnant women, when you go there at night the watchman might help you to deliver the baby because when people go to the nurse she asks if you have 40,000 Tshs; this is to all patients, including those patients who have CHF and those who have not. If you don’t have that money, that nurse used to tell you to go to Bwagala hospital about 15–20 km from here.” Female FGD, Mziha.

However, there is also the recognition that the set of indicators can act as a baseline and starting starting point for problem-solving:

“Having the indicators will be like the baseline to use in their meetings, stressing services which could be provided by the district office. At present there is no baseline to work from to ask and they just discuss each matter as it comes.” CSO FGD, Mvomero.

Participants also articulate that strong leadership will be required for the index to be adopted and implemented:

“When our councillor or MP sees these indicators, I believe it will help him wake up and do something. From the indicators, I believe that when seen by our MP or councillor these indicators will help to give them a starting point on the way to bringing development in our village. For me, I think these indicators should be put on the radio and in newspapers, which will help to remind our leaders. I say this because they have not been to visit us in our village.”

Female FGD, Vitonga

“Making these indicators public is not a problem, but the challenge comes from our leaders, especially councillors and MPs who fail to come to visit us.” (male FGD – Vitonga)

The outcome from phase 2 was a refined set of indicators on which data could be sought to create a baseline. More critically, the process again revealed the need to work on mechanisms for collaborative problem-solving, and that the refining of the indicators had also met a secondary need of at least setting out the assumptions of different stakeholders. There remains a high level of distrust and blame between different stakeholders within the system, but again it points to the potential of the LGPI to perform a role in making visible lines of blame and accountability in order to begin a collective process of problem solving.

7.0 BASELINE DATA - THE NEXT STEP IN A PROCESS

The final step in the research process, in April 2017, was to collect a baseline set of data. Our original intention had been to collect the baseline at an earlier stage and attempt to repeat the process at least once (after one year) in order to understand processes of change. However, the dynamics of an election year in Tanzania, and the contested nature of blame and accountability, meant that the initial process took much longer than anticipated. As a project, we could have designed and created a set of indicators quickly and easily in a workshop in Dar-es-Salaam, and then simply collected data on them, without the complexity of an iterative process in the Districts. However, such a process would not then have the potential to stimulate a collaborative problem-solving process.

There are three key sources of data for the baseline index:

1. Citizen perception survey relating to the indicators summarised above. This was limited to 100 randomly selected respondents (from our original villages/streets) for this initial phase in order to pilot and progress the research. However, the sample should be bigger in later iterations to ensure statistical validity.
2. Frontline worker survey using a purposive sample of frontline personnel in different areas of local government. It is envisaged that in later iterations such a survey could cover all workers.
3. Collection of existing District Council, ward and village data for the 2015/6 year. This allows us to assess what information exists in relation to the baseline. It showed that there are gaps in the information held by District Councils. Note that this research cannot verify the data sources on which these figures are based.

The resulting baseline data is presented in the Appendix to this paper as simple descriptive statistics. We have applied a simple traffic light system to indicate the scale of the result. We will not analyse the data presented here further, as it is not this data that is the objective of our research; rather the purpose of the research is to elucidate the process through which it is obtained and examine the dilemmas and decisions that need

to be faced in order to generate it. This data requires ownership within the Districts, and we have indications that certainly in Kigoma-Ujiji there is sufficient political commitment to take the LGPI to the next step. The results here require presentation to the citizens and stakeholders of the District in an accessible Swahili form, and they require embedding in such a way as to start the process of collective problem-solving.

The baseline is for the Districts to initiate the next step in a conversation. Mzumbe University and the Foundation for Civil Society in Tanzania will continue to support this process in Mvomero and Kigoma-Ujiji Districts when this particular research phase is complete.

8.0 CONCLUSIONS

We do not analyse the results of the index here, as it lies beyond the objectives of this project. This is knowledge that belongs in the Districts, to be contextualized and made sense of there. Here we provide a series of recommendations for different stakeholders about how to engage with the research findings.

For Citizens

Citizens are considered here as all of those residing in the two Districts, and also includes the volunteers who represent both citizens and state at the hamlet and village levels. This includes Village Chairpersons and Ward Councillors, and those who play community service roles through religious and other collective activities. At this level the state and citizens intersect, and it is difficult to separate them. The information within the index could provide a means of problem-solving issues of concern across the District. Most essentially, it may enable a common framework for discussions about where responsibility lies for service delivery, thus breaking the deadlock in the cycles of blame. Village and street councils could gain more clarity over their responsibilities, as well as articulating problems and gaps.

For the Districts

The index provides an opportunity for collaborative problem-solving. It should not threaten the District leadership, but reveal to them where problems lie, and where the gaps are. The District Council (Executive and Elected Representatives) should lead this process, working closely with other actors. Without the leadership of senior politicians and council officers, then the LGPI will not work as a problem-solving tool across the District.

District Councils must not be tempted to try to massage the data used in the index. The indicators are not for game-playing but are entry points for discussion.

For national government

We do not recommend that this index be used to compare the performance of different local governments, although we recognise that it could be used in this way. However, this risk increasing the pressure for Districts to focus on how to use the index for political ends, rather than focusing on problem-solving through it.

This is not to say that an index of this nature cannot be used in other Districts. The process can be replicated and adapted for other contexts.

For civil society organisations

Many accountability initiatives have the founding assumption that ‘civil society’ is the legitimate and correct form of agency to mobilise the views of citizens and to hold local government to account. However, this research forces us to ask the question: what is the legitimacy of civil society to play this role?

The research shows that CSOs were not visible in these two districts at the ward/village/street level, and that many District CSOs have embedded perceptions about the responsibilities of citizens and local leaders in relation to accountability that connect more with the ‘rules in theory’ than what is possible in practice. Many such District CSOs are reliant on donor funded projects and programmes, and their interests are shaped by quite heavily by donor agendas.

Along with district officials, the CSOs that were involved in the research went through a process of mutual blaming for lack of transparency and accountability. CSOs need to reflect on their roles, and work with local government and other non-state and citizen actors to use the index as a tool of collaborative problem-solving, and as a framework for shared data collection and reflection.

National level CSO bodies could undertake a proactive initiative to use the LGPI index in governance programme work. For example, they could work with CSOs who have been involved in the project in Mvomero and Kigoma-Ujiji and help them to continue the process of collaboration with local government around the index. This could be tracked

over a period of time as an innovative approach to supporting good governance with the prospect of a significant story of change. This could be undertaken in collaboration with Mzumbe University. They could also use the findings in learning exercises in other districts in Tanzania where CSOs are involved in social accountability projects with local government.

During discussion it was suggested that Tanzanian universities as institutions that are in a good position to bring all key players together and to play a facilitative and supporting role.

For donors

We do not recommend that this index be scaled up through donor funding, although we encourage donors to engage with the findings in their governance programmes in Tanzania. The index can only have an impact if it is adopted as a process within the Districts themselves. This requires political commitment from those with sufficient weight and standing to enable the use of the index as a problem-solving tool.

Donors should think very hard about how local accountability and governance initiatives are funded: whose interests and issues do they represent, and on what assumptions are they founded? Do they work with how change happens in practice (and not simply in theory)?

9.0 A NOTE ON LOCAL ECONOMIC DEVELOPMENT

Skills training, and the direct promotion of economic development, is not included in the data as it stands, other than in the sections relating to agricultural extension. The main reason for this is that it was not seen as a mainstream function of the District Councils, who do not employ staff specifically allocated to this work.

This situation may be changing, and it may well be that in other districts it would have been specifically included. If it was included, the following questions could form the starting point for a discussion of the situation in that district:

- Make a list of all the vocational training suppliers in your district.
- Tick if these are sponsored by VETA.
- How long are their courses? [3 months or less; 4-6 months; 6-12 months; more than 12 months]
- In the last year, how many were recruited onto these courses?
- How many completed these courses and received a certificate or other qualification?
- Of these how many got jobs within 3 months?
- If you want to start a business, is it easy to get advice?
- If you want to start a business, is it easy to get a loan?

It would also be possible to ask if there is an officer in the District Office with responsibilities for advising individuals who want to start businesses. If so, how many people did this person advise in the last 12 months?

These questions, simple as they seem, are not without issues. Thus, what is meant by “got a job”? Does it include only formal employment with a written contract? Or, at the other extreme, does it include part-time employment, on a *kibarua* basis? Similar issues apply to those starting a business – exactly what kind of businesses are included?

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Appendix: Survey Responses

Creating a Local Governance Performance Index in Tanzania

Survey Results

Figures 4.1 and 4.8 set out an overview of the citizen perception survey across the four sets of indicators in Kigoma-Ujiji and Mvomero Districts respectively. We have introduced a crude colour coding to indicate the level of the result. Tables 4.2 through to 4.5 set out the detail of the four indicator sets in Kigoma-Ujiji, and 4.9 through to 4.12 for Mvomero.

Figures 4.6 and 4.13 provide an overview of the results of the frontline worker surveys in Kigoma-Ujiji and Mvomero; and finally, 4.7 and 4.14 provide an overview of District Council data supplied in relation to the indicators set. Gaps in these tables indicate that data was not provided by the District Council or was not available.

Fig 4.1 Overview of Citizen Perception Survey- Kigoma Ujiji April 2017

| PHYSICAL INFRASTRUCTURE | Very Happy 😄 | Somewhat Happy 😊 | Neutral 😐 | Not very Happy 😞 | Not at All Happy 😡 | Not Applicable 🚫 | TOTAL | YES | NO |
|--|--------------|------------------|-----------|------------------|--------------------|------------------|-------|-----|----|
| How happy are you with your access to road and transport networks? | 5 | 14 | 23 | 39 | 19 | 0 | 100 | | |
| Are they accessible throughout year (incl. during rainy season) | 24 | | | 76 | | | 100 | | |
| Do you have access to power? (Tanesco/Solar) | 71 | | | 29 | | | 100 | | |
| How happy are you with your power supply (Is it reliable)? | 34 | 24 | 12 | 3 | 2 | 25 | 100 | | |
| How happy are you with your power cost (affordability) | 17 | 14 | 15 | 21 | 17 | 16 | 100 | | |
| How happy are you with your water supply (sufficiency + reliability) | 19 | 15 | 16 | 40 | 10 | | 100 | | |
| Is your water supply clean? | 76 | | | 24 | | | 100 | | |
| How happy are you with the cost of your water supply | 11 | 24 | 18 | 34 | 11 | 2 | 100 | | |
| Do you walk more than 400m/15Mins to fetch water? | 15 | | | 85 | | | 100 | | |
| SOCIAL SERVICES | Very Happy 😄 | Somewhat Happy 😊 | Neutral 😐 | Not very Happy 😞 | Not at All Happy 😡 | Not Applicable 🚫 | TOTAL | YES | NO |
| How happy are you with the service received from your health centre/dispensary (Drugs, Beds, Staff attitude) | 3 | 17 | 23 | 32 | 24 | 1 | 100 | | |
| Do you have to travel more than 5km/ 1hour to the health centre | 16 | | | 84 | | | 100 | | |
| Are you registered with the CHF/TIKKA? | 19 | | | 81 | | | 100 | | |
| How happy are you with theTASAF process of identifying the poorest in your area? | 5 | 12 | 14 | 15 | 26 | 28 | 100 | | |
| How happy are you with the TASAF poverty reduction goals? | 4 | 20 | 18 | 12 | 19 | 27 | 100 | | |
| Do you pay extra school contributions? | 39 | | | 61 | | | 100 | | |
| How happy are you with School Feeding Programs- | | 1 | 3 | 11 | 15 | 70 | 100 | | |
| How happy are you with the school performance (tutors, education)? | 8 | 28 | 34 | 21 | 8 | 1 | 100 | | |
| How happy are you with the neighbourhood crime watch/street guards? | | 2 | 7 | 8 | 17 | 66 | 100 | | |
| How happy are you with the local police (fair)? | 11 | 27 | 24 | 18 | 13 | 7 | 100 | | |
| How happy are you with the local court?(Fair) | 10 | 18 | 24 | 18 | 16 | 14 | 100 | | |
| Do you or someone you know have ever pay a bribe (or give a gift) in the last 12 months to access services? | 27 | | | 73 | | | 100 | | |
| ECONOMIC DEVELOPMENT AND RESOURCES | Very Happy 😄 | Somewhat Happy 😊 | Neutral 😐 | Not very Happy 😞 | Not at All Happy 😡 | Not Applicable 🚫 | TOTAL | YES | NO |
| How Happy are you with the land use plans/Plots? | 8 | 33 | 13 | 20 | 13 | 13 | 100 | | |
| How happy are you with the land dispute resolution processes? | 8 | 17 | 19 | 21 | 14 | 21 | 100 | | |
| How happy are you with your agricultural/livestock extension service (available, reliable)? | 1 | 7 | 15 | 8 | 9 | 60 | 100 | | |
| Have you benefitted from the voucher scheme? (agriculture/livestock) | 1 | | | 99 | | | 100 | | |
| Do you have access to irrigation for agriculture? | 0 | | | 100 | | | 100 | | |
| How happy are your fish experts (available, reliable)? | 5 | 12 | 15 | 11 | 9 | 48 | 100 | | |
| POLITICAL | Very Happy 😄 | Somewhat Happy 😊 | Neutral 😐 | Not very Happy 😞 | Not at All Happy 😡 | Not Applicable 🚫 | TOTAL | YES | NO |
| Have you participated in at least two village/street assemblies last year? | 58 | | | 42 | | | 100 | | |
| How happy are you with the village/street assemblies frequency? | 13 | 28 | 29 | 19 | 10 | 1 | 100 | | |
| How happy are you with the village/street planning process last year/quarter? | 4 | 26 | 17 | 34 | 17 | 2 | 100 | | |
| How happy are you with your ward councillor? | 28 | 33 | 11 | 17 | 11 | | 100 | | |
| How happy are you with your VEO and WEO? | 19 | 33 | 26 | 13 | 7 | 2 | 100 | | |
| How happy are you with your village/street chair? | 51 | 24 | 11 | 8 | 6 | | 100 | | |
| How happy are you with your MP? | 14 | 24 | 16 | 22 | 22 | 2 | 100 | | |

Figure 4.2 Kigoma-Ujiji CITIZEN SURVEY- PHYSICAL INFRASTRUCTURE

| PHYSICAL INFRASTRUCTURE -SATISFACTION | Very Happy 😄 | Somewhat Happy 😊 | Neutral 😐 | Not very Happy 😞 | Not at All Happy 😡 | N/A | TOTAL- (EXCLUDING NEUTRAL AND N/A) | | >=60% | >=59% & <=40% | >= 39% | |
|---|--------------|------------------|-----------|------------------|--------------------|-----------|------------------------------------|--------------|-------|-----------------|--------------------------------|------------------|
| How happy are you with your access to road and transport networks? | 5% | 14% | 23% | 39% | 19% | 0% | 77% | 24.68% | | | ● | |
| How happy are you with your power supply (Is it reliable)? | 34% | 24% | 12% | 3% | 2% | 25% | 63% | 92.06% | ● | | | |
| How happy are you with your power cost (affordability) | 17% | 14% | 15% | 21% | 17% | 16% | 69% | 44.93% | | ● | | |
| How happy are you with your water supply (sufficiency + reliability) | 19% | 15% | 16% | 40% | 10% | 0% | 84% | 40.48% | | ● | | |
| How happy are you with the cost of your water supply | 11% | 24% | 18% | 34% | 11% | 2% | 80% | 43.75% | | ● | | |
| PHYSICAL INFRASTRUCTURE -ACCESSIBILITY | YES | | | | | NO | | TOTAL | | >=60% | >=59% & <=40% | >= 39% |
| Do you walk more than 400m/15Mins to fetch water? | 15% | | | 85% | | | 100% | 15% | | | ● | |
| Are the road and transport network accessible throughout year (incl. during rainy season) | 24% | | | 76% | | | 100% | 24% | | | ● | |
| Do you have access to power? (Tanesco/Solar) | 71% | | | 29% | | | 100% | 71% | ● | | | |
| Is your water supply clean? | 76% | | | 24% | | | 100% | 76% | ● | | | |
| | Very Happy 😄 | Somewhat Happy 😊 | Neutral 😐 | Not very Happy 😞 | Not at All Happy 😡 | N/A | TOTAL- (EXCLUDING NEUTRAL AND N/A) | | >=60% | >=59% & <=40% | >= 39% | |
| OVERALL INFRASTRUCTURE SATISFACTION | 17% | 18% | 17% | 27% | 12% | 9% | 75% | 49.18% | | ● | | |
| | YES | | | | | NO | | TOTAL | | >=60% | >=59% & <=40% | >= 39% |
| OVERALL INFRASTRUCTURE ACCESSIBILITY | 47% | | | 54% | | | 100% | 47% | | ● | | |

Figure 4.3 Kigoma-Ujiji CITIZEN SURVEY- SOCIAL SERVICES

| SOCIAL SERVICES -SATISFACTION | Very Happy 😄 | Somewhat Happy 😊 | Neutral 😐 | Not very Happy 😞 | Not at All Happy 😡 | N/A | TOTAL- (EXCLUDING NEUTRAL AND N/A) | | >=60% | >=59% & <=40% | >= 39% | |
|--|--------------|------------------|-----------|------------------|--------------------|-----------|------------------------------------|--------------|-------|---------------|---------------|--------|
| | | | | | | | | | | | | |
| How happy are you with the service received from your health centre/dispensary (Drugs, Beds, Staff attitude) | 3% | 17% | 23% | 32% | 24% | 1% | 76% | 26% | | | ● | |
| How happy are you with theTASAF process of identifying the poorest in your area? | 5% | 12% | 14% | 15% | 26% | 28% | 58% | 29% | | | ● | |
| How happy are you with the TASAF poverty reduction goals? | 4% | 20% | 18% | 12% | 19% | 27% | 55% | 44% | | ● | | |
| How happy are you with School Feeding Programs- | 0% | 1% | 3% | 11% | 15% | 70% | 27% | 4% | | | ● | |
| How happy are you with the school performance (tutors, education)? | 8% | 28% | 34% | 21% | 8% | 1% | 65% | 55% | | ● | | |
| How happy are you with the neighbourhood crime watch/street guards? | | 2% | 7% | 8% | 17% | 66% | 27% | 7% | | | ● | |
| How happy are you with the local police (fair)? | 11% | 27% | 24% | 18% | 13% | 7% | 69% | 55% | | ● | | |
| How happy are you with the local court?(Fair) | 10% | 18% | 24% | 18% | 16% | 14% | 62% | 45% | | ● | | |
| SOCIAL SERVICES ACCESSIBILITY | YES | | | | | NO | | | | >=60% | >=59% & <=40% | >= 39% |
| Do you or someone you know have ever pay a bribe (or give a gift) in the last 12 months to access services? | 27% | | | 73% | | | | | ● | | | |
| Do you have to travel more than 5km/ 1hour to the health centre | 16% | | | 84% | | | | | ● | | | |
| Are you registered with the CHF/TIKKA? | 19% | | | 81% | | | | | | | ● | |
| Do you pay extra school contributions? | 39% | | | 61% | | | | | | ● | | |
| | Very Happy 😄 | Somewhat Happy 😊 | Neutral 😐 | Not very Happy 😞 | Not at All Happy 😡 | N/A | TOTAL- (EXCLUDING NEUTRAL AND N/A) | | >=60% | >=59% & <=40% | >= 39% | |
| OVERALL SOCIAL SERVICES ACCESSIBILITY | 6% | 16% | 18% | 17% | 17% | 27% | 55% | 33% | | | ● | |
| | YES | | | | | NO | | TOTAL | | >=60% | >=59% & <=40% | >= 39% |
| OVERALL SOCIAL SERVICES ACCESSIBILITY | 25% | | | 75% | | | 100% | 25% | | | ● | |

Figure 4.4 Kigoma-Ujiji CITIZEN SURVEY- ECONOMIC DEVELOPMENT AND RESOURCES

| ECONOMIC DEVELOPMENT AND RESOURCES | Very Happy 😄 | Somewhat Happy 😊 | Neutral 😐 | Not very Happy 😞 | Not at All Happy 😡 | N/A | TOTAL EXCLUDING NEUTRAL AND N/A | >=60% | >=59% & <=40% | >= 39% |
|---|--------------|------------------|-----------|------------------|--------------------|-----|---------------------------------|-----------------|--------------------------------|------------------|
| How Happy are you with the land use plans/Plots? | 8% | 33% | 13% | 20% | 13% | 13% | 55% | | ● | |
| How happy are you with the land dispute resolution processes? | 8% | 17% | 19% | 21% | 14% | 21% | 42% | | ● | |
| How happy are you with your agricultural/livestock extension service (available, reliable)? | 1% | 7% | 15% | 8% | 9% | 60% | 32% | | | ● |
| How happy are your fish experts (available, reliable)? | 5% | 12% | 15% | 11% | 9% | 46% | 46% | | ● | |
| ACCESSIBILITY | | | | | | | TOTAL | >=60% | >=59% & <=40% | >= 39% |
| Have you benefitted from the voucher scheme? (agriculture/livestock) | 1% | | | 99% | | | 1% | | | ● |
| Do you have access to irrigation for agriculture? | 0% | | | 100% | | | 1% | | | ● |
| | Very Happy 😄 | Somewhat Happy 😊 | Neutral 😐 | Not very Happy 😞 | Not at All Happy 😡 | N/A | TOTAL EXCLUDING NEUTRAL AND N/A | >=60% | >=59% & <=40% | >= 39% |
| OVERALL ECONOMIC DEVELOPMENT AND RESOURCES | 6% | 17% | 16% | 15% | 11% | 35% | 46% | | ● | |
| ACCESSIBILITY | | | | | | | TOTAL | >=60% | >=59% & <=40% | >= 39% |
| | 1% | | | 100% | | | 1% | | | ● |

Figure 4.5 Kigoma-Ujiji CITIZEN SURVEY- POLITICAL

| POLITICAL | Very Happy 😄 | Somewhat Happy 😊 | Neutral 😐 | Not very Happy 😞 | Not at All Happy 😡 | N/A | TOTAL EXCLUDING NEUTRAL AND N/A. AVERAGE | | >=60% | >=59% & <=40% | >= 39% |
|---|--------------|------------------|-----------|------------------|--------------------|-----|--|--------------|-------|---------------|--------|
| | | | | | | | | | | | |
| how happy are you with the village/street assemblies frequency? | 13% | 28% | 29% | 19% | 10% | 1% | 70% | 59% | | ● | |
| How happy are you with the village/street planning process last year/quarter? | 4% | 26% | 17% | 34% | 17% | 2% | 81% | 37% | | | ● |
| How happy are you with your ward councilor? | 28% | 33% | 11% | 17% | 11% | 0% | 89% | 69% | ● | | |
| How happy are you with your VEO and WEO? | 19% | 33% | 26% | 13% | 7% | 2% | 72% | 72% | ● | | |
| How happy are you with your village/street chair? | 51% | 24% | 11% | 8% | 6% | 0% | 89% | 84% | ● | | |
| How happy are you with your MP? | 14% | 24% | 16% | 22% | 22% | 1% | 82% | 46% | | ● | |
| ACCESSIBILITY | | | | | | | | TOTAL | >=60% | >=59% & <=40% | >= 39% |
| Have you participated in at least two village/street assemblies last year? | 58% | | | 42% | | | 100% | 58% | | ● | |
| | Very Happy 😄 | Somewhat Happy 😊 | Neutral 😐 | Not very Happy 😞 | Not at All Happy 😡 | N/A | TOTAL EXCLUDING NEUTRAL AND N/A. AVERAGE | | >=60% | >=59% & <=40% | >= 39% |
| OVERALL POLITICAL | 22% | 28% | 18% | 19% | 12% | 1% | 81% | 61% | ● | | |

Figure 4.6- Kigoma-UjijiFrontUjiji Frontline worker survey

| Indicators | Very Happy 😄 | Somewhat Happy 😊 | Neutral 😐 | Not very Happy 😞 | Not at All Happy 😡 | Not Applicable 🚫 | TOTAL | TOTAL EXCLUDING NEUTRAL AND N/A. AVERAGE | | >=60% | >=59% & <=40% | >= 39% |
|---|--------------|------------------|-----------|------------------|--------------------|------------------|-------|--|-----|-------|---------------|--------|
| | | | | | | | | | | | | |
| How happy are you with the road in your work area? | 0% | 14% | 54% | 11% | 21% | 0% | 1 | 46% | 31% | | | ● |
| How happy are you with your salary/Allowance? | 0% | 7% | 46% | 14% | 29% | 4% | 1 | 50% | 14% | | | ● |
| How happy are you with th work equipment/facilities ? | 0% | 14% | 54% | 18% | 14% | 0% | 1 | 46% | 31% | | | ● |
| how happy are you with the staff training ? | 7% | 18% | 32% | 25% | 18% | 0% | 1 | 68% | 37% | | | ● |

| Indicators | Very Happy 😄 | Somewhat Happy 😊 | Neutral 😐 | Not very Happy 😞 | Not at All Happy 😡 | Not Applicable 🚫 | TOTAL | OCCUPATION | TOTAL |
|---|--------------|------------------|-----------|------------------|--------------------|------------------|-------|-------------------------------|-----------|
| How happy are you with the road in your work area? | 0 | 4 | 15 | 3 | 6 | 0 | 28 | Engineer | 1 |
| How happy are you with your salary/Allowance? | 0 | 2 | 13 | 4 | 8 | 1 | 28 | Quantity Surveyor | 1 |
| How happy are you with th work equipment/facilities ? | 0 | 4 | 15 | 5 | 4 | 0 | 28 | Electrical Technician | 2 |
| how happy are you with the staff training ? | 2 | 5 | 9 | 7 | 5 | 0 | 28 | Technician | 1 |
| | | | | | | | | Water Engineer | 1 |
| | | | | | | | | Land Surveyor | 1 |
| | | | | | | | | Community Development Officer | 2 |
| | | | | | | | | Town Planner II | 1 |
| | | | | | | | | Clinical Officer | 1 |
| | | | | | | | | Nurse | 3 |
| | | | | | | | | Head Master | 1 |
| | | | | | | | | Teacher | 3 |
| | | | | | | | | Police | 2 |
| | | | | | | | | Security Guard | 2 |
| | | | | | | | | Ward Executive Officer | 1 |
| | | | | | | | | Mtaa Executive Officer | 2 |
| | | | | | | | | Street Chairperson | 1 |
| | | | | | | | | Agriculture Extension Officer | 1 |
| | | | | | | | | Ward Livestock Officer | 1 |
| | | | | | | | | TOTAL | 28 |

Figure 4.7. Kigoma District Council Data

NB- This table covers data provided by District Officials- gaps are where data does not currently exist. This research cannot verify the source data on which these figures are based.

| PHYSICAL INFRASTRUCTURE | | |
|---|----------------|--|
| % budget for road received by 1 January | 28% | |
| % in good repair | 22% | |
| % of road network in district | | |
| % public facilities with electricity/power source | Health = 100%; | |
| % household with access to electricity | | |
| % sources clean and functioning water | 98% | |
| % population with access to improved sanitations | | |
| % budget for water received by 1 January | | |
| SOCIAL SERVICES | | |
| % health budget received for health by 1 January | 9% | Tasaf refers to Households and not Villages/Mtaa or Population |
| % staff vacancies | 9% | |
| % births with Trained Birth Attendant | 91.10% | |
| % population contributed to CHF | 0.30% | |
| % villages with TASAF Programme | 72.10% | |
| %population trained on the use of TASAF | 24% | |
| % girls enrollment (lowest quintiles school) | 60% | |
| % girls Pass rates (Pass in national exams- std 7 and | | |
| % drop out of children | | |
| % staff vacancies in education | | |
| % education budget received by 1 January | | |
| Number of early pregnancies | 0.01% | |
| % (NGOs/CBOs) who have sent in annual reports for | | |
| ECONOMIC DEVELOPMENT AND RESOURCES | | |
| Number of Incidences of land disputes | | 1. Village land use plans relates to villages and not Urban areas; 2. Voucher imput relates to farmers and not general citizens; 3. Milk collection centers are still in the formation stage |
| % village land use plans complete | N/A | |
| % land owners with certificate of land occupants | | |
| Number of agricultural extension workers | 8 | |
| % citizens with access to inputs (voucher schemes) | 17.40% | |
| % lands with irrigation system | 2.10% | |
| Number of milk collection centre | N/A | |
| Number of fish experts/extension workers | 4 | |
| POLITICAL | | |
| % of women in non-special seats | | |
| • Effectiveness of ward councilors. | | |

Figure 4.8 Overview of Mvomero Citizen Survey, April 2017

| PHYSICAL INFRASTRUCTURE | Very Happy 😄 | Somewhat Happy 😊 | Neutral 😐 | Not very Happy 😞 | Not at All Happy 😡 | N/A 🙅 | TOTAL | YES | NO |
|--|--------------|------------------|-----------|------------------|--------------------|-------|-------|-----|----|
| How happy are you with your access to road and transport networks? | 3 | 4 | 2 | 38 | 53 | 0 | 100 | | |
| Are they accessible throughout year (incl. during rainy season) | 37 | | | 63 | | | 100 | | |
| Do you have access to power? (Tanesco/Solar) | 11 | | | 89 | | | 100 | | |
| How happy are you with your power supply (Is it reliable)? | 0 | 6 | 0 | 5 | 0 | 89 | 100 | | |
| How happy are you with your power cost (affordability) | 0 | 6 | 0 | 4 | 1 | 89 | 100 | | |
| How happy are you with your water supply (sufficiency + reliability) | 1 | 36 | 9 | 30 | 24 | 0 | 100 | | |
| Is your water supply clean? | 64 | | | 36 | | | 100 | | |
| How happy are you with the cost of your water supply | 1 | 26 | 8 | 19 | 4 | 42 | 100 | | |
| Do you walk more than 400m/15Mins to fetch water? | 66 | | | 34 | | | 100 | | |
| SOCIAL SERVICES | Very Happy 😄 | Somewhat Happy 😊 | Neutral 😐 | Not very Happy 😞 | Not at All Happy 😡 | N/A 🙅 | TOTAL | YES | NO |
| How happy are you with the service received from your health centre/dispensary (Drugs, Beds, Staff attitude) | 1 | 18 | 7 | 36 | 35 | 3 | 100 | | |
| Do you have to travel more than 5km/ 1hour to the health centre | 80 | | | 20 | | | 100 | | |
| Are you registered with the CHF/TIKKA? | 30 | | | 70 | | | 100 | | |
| How happy are you with theTASAF process of identifying the poorest in your area? | 0 | 0 | 0 | 0 | 1 | 99 | 100 | | |
| How happy are you with the TASAF poverty reduction goals? | 0 | 0 | 0 | 0 | 1 | 99 | 100 | | |
| Do you pay extra school contributions? | 63 | | | 37 | | | 100 | | |
| How happy are you with School Feeding Programs- | 0 | 0 | 0 | 1 | 0 | 99 | 100 | | |
| How happy are you with the school performance (tutors, education)? | 6 | 32 | 8 | 34 | 12 | 8 | 100 | | |
| How happy are you with the neighbourhood crime watch/street guards? | 7 | 41 | 11 | 23 | 10 | 8 | 100 | | |
| How happy are you with the local police (fair)? | 11 | 37 | 13 | 15 | 13 | 11 | 100 | | |
| How happy are you with the local court?(Fair) | 4 | 11 | 12 | 13 | 18 | 42 | 100 | | |
| Do you or someone you know have ever pay a bribe (or give a gift) in the last 12 months to access services? | 20 | | | 80 | | | 100 | | |
| ECONOMIC DEVELOPMENT AND RESOURCES | Very Happy 😄 | Somewhat Happy 😊 | Neutral 😐 | Not very Happy 😞 | Not at All Happy 😡 | N/A 🙅 | TOTAL | YES | NO |
| How Happy are you with the land use plans/Plots? | 14 | 33 | 6 | 30 | 17 | 0 | 100 | | |
| How happy are you with the land dispute resolution processes? | 10 | 24 | 4 | 19 | 25 | 18 | 100 | | |
| How happy are you with your agricultural/livestock extension service (available, reliable)? | 14 | 30 | 12 | 10 | 18 | 16 | 100 | | |
| Have you benefitted from the voucher scheme? (agriculture/livestock) | 11 | | | 89 | | | 100 | | |
| Do you have access to irrigation for agriculture? | 18 | | | 82 | | | 100 | | |
| How happy are your fish experts (available, reliable)? | 0 | 0 | 0 | 0 | 0 | 100 | 100 | | |
| POLITICAL | Very Happy 😄 | Somewhat Happy 😊 | Neutral 😐 | Not very Happy 😞 | Not at All Happy 😡 | N/A 🙅 | TOTAL | YES | NO |
| Have you participated in at least two village/street assemblies last year? | 73 | | | 27 | | | 100 | | |
| how happy are you with the village/street assemblies frequency? | 11 | 34 | 14 | 18 | 11 | 12 | 100 | | |
| How happy are you with the village/street planning process last year/quarter? | 1 | 31 | 15 | 30 | 10 | 13 | 100 | | |
| How happy are you with your ward councilor? | 5 | 29 | 6 | 17 | 41 | 2 | 100 | | |
| How happy are you with your VEO and WEO? | 21 | 58 | 9 | 4 | 4 | 4 | 100 | | |
| How happy are you with your village/street chair? | 27 | 39 | 7 | 13 | 14 | 0 | 100 | | |
| How happy are you with your MP? | 4 | 14 | 5 | 9 | 63 | 5 | 100 | | |

Figure 4.9 MVOMERO CITIZEN SURVEY -PHYSICAL INFRASTRUCTURE

| PHYSICAL INFRASTRUCTURE -SATISFACTION | Very Happy 😄 | Somewhat Happy 😊 | Neutral 😐 | Not very Happy 😞 | Not at All Happy 😡 | N/A 🙅 | TOTAL | TOTAL- (EXCLUDING NEUTRAL AND N/A) | TOTAL- Very and Somewhat Happy | >=60% | >=59% & <=40% | >= 39% |
|--|--------------|------------------|-----------|------------------|--------------------|-----------|-------|------------------------------------|--------------------------------|-----------------|--------------------------------|------------------|
| How happy are you with your access to road and transport networks? | 3% | 4% | 2% | 38% | 53% | 0% | 100% | 98% | 7% | | | ● |
| How happy are you with your power supply (Is it reliable)? | 0% | 6% | 0% | 5% | 0% | 89% | 100% | 11% | 55% | | ● | |
| How happy are you with your power cost (affordability) | 0% | 6% | 0% | 4% | 1% | 89% | 100% | 11% | 55% | | ● | |
| How happy are you with your water supply (sufficiency + reliability) | 1% | 36% | 9% | 30% | 24% | 0% | 100% | 91% | 41% | | ● | |
| How happy are you with the cost of your water supply | 1% | 26% | 8% | 19% | 4% | 42% | 100% | 50% | 54% | | ● | |
| PHYSICAL INFRASTRUCTURE -ACCESSIBILITY | YES | | | | | NO | | TOTAL | | >=60% | >=59% & <=40% | >= 39% |
| Are they accessible throughout year (incl. during rainy season) | 37% | | | | | 63% | | 100% | | ● | | |
| Do you have access to power? (Tanesco/Solar) | 11% | | | | | 89% | | 100% | | | | ● |
| Do you walk more than 400m/15Mins to fetch water? | 66% | | | | | 34% | | 100% | | | | ● |
| Is your water supply clean? | 64% | | | | | 36% | | 100% | | ● | | |
| OVERALL- PHYSICAL INFRASTRUCTURE - SATISFACTION | Very Happy 😄 | Somewhat Happy 😊 | Neutral 😐 | Not very Happy 😞 | Not at All Happy 😡 | N/A 🙅 | TOTAL | TOTAL- (EXCLUDING NEUTRAL AND N/A) | TOTAL- Very and Somewhat Happy | >=60% | >=59% & <=40% | >= 39% |
| | 1% | 16% | 4% | 19% | 16% | 44% | 100% | 52% | 42% | | ● | |

Figure 4.10 MVOMERO CITIZEN SURVEY-SOCIAL SERVICES

| SOCIAL SERVICES -SATISFACTION | Very Happy 😄 | Somewhat Happy 😊 | Neutral 😐 | Not very Happy 😞 | Not at All Happy 😡 | N/A 🙅 | TOTAL | TOTAL- (EXCLUDING NEUTRAL AND N/A) | TOTAL- Very and Somewhat Happy | >=60% | =59% & <=40% | >= 39% | |
|--|--------------|------------------|-----------|------------------|--------------------|-----------|---|------------------------------------|--------------------------------|-----------------|----------------------------|----------------------------|------------------|
| How happy are you with the service received from your health centre/dispensary (Drugs, Beds, Staff attitude) | 1% | 18% | 7% | 36% | 35% | 3% | 100% | 90% | 21% | | | ● | |
| How happy are you with theTASAF process of identifying the poorest in your area? | 0% | 0% | 0% | 0% | 1% | 99% | 100% | 1% | 0% | | | ● | |
| How happy are you with the TASAF poverty reduction goals? | 0% | 0% | 0% | 0% | 1% | 99% | 100% | 1% | 0% | | | ● | |
| How happy are you with School Feeding Programs- | 0% | 0% | 0% | 1% | 0% | 99% | 100% | 1% | 0% | | | ● | |
| How happy are you with the school performance (tutors, education)? | 6% | 32% | 8% | 34% | 12% | 8% | 100% | 84% | 45% | | ● | | |
| How happy are you with the neighbourhood crime watch/street guards? | 7% | 41% | 11% | 23% | 10% | 8% | 100% | 81% | 59% | | ● | | |
| How happy are you with the local police (fair)? | 11% | 37% | 13% | 15% | 13% | 11% | 100% | 76% | 63% | ● | | | |
| How happy are you with the local court?(Fair) | 4% | 11% | 12% | 13% | 18% | 42% | 100% | 46% | 33% | | | ● | |
| SOCIAL SERVICES ACCESSIBILITY | YES | | | | | NO | | TOTAL | | | >=60% | =59% & <=40% | >= 39% |
| Do you have to travel more than 5km/ 1hour to the health centre | 80 | | | 20 | | | 100 | 80% | | | | ● | |
| Do you or someone you know have ever pay a bribe (or give a gift) in the last 12 months to access services? | 20 | | | 80 | | | 100 | 20% | | ● | | | |
| Are you registered with the CHF/TIKKA? | 30 | | | 70 | | | 100 | 30% | | ● | | | |
| Do you pay extra school contributions? | 63 | | | 37 | | | 100 | 63% | | | | ● | |
| | Very Happy 😄 | Somewhat Happy 😊 | Neutral 😐 | Not very Happy 😞 | Not at All Happy 😡 | N/A 🙅 | TOTAL- (EXCLUDING NEUTRAL AND N/A) | | | >=60% | =59% & <=40% | >= 39% | |
| OVERALL SOCIAL | 4% | 17% | 6% | 15% | 11% | 46% | 100% | 48% | 28% | | | ● | |

Figure 4.11 MVOMERO CITIZEN SURVEY-Economic Development and Resources

| ECONOMIC DEVELOPMENT AND RESOURCES | Very Happy 😄 | Somewhat Happy 😊 | Neutral 😐 | Not very Happy 😞 | Not at All Happy 😡 | N/A 🙅 | TOTAL | | | | >=60% | >=59% & <=40% | >= 39% | |
|---|--------------|------------------|-----------|------------------|--------------------|-----------|-------|-------|------|-----|-------|---------------|---------------|--------|
| How Happy are you with the land use plans/Plots? | 14% | 33% | 6% | 30% | 17% | 0% | 100% | 94% | 50% | | | ● | | |
| How happy are you with the land dispute resolution processes? | 10% | 24% | 4% | 19% | 25% | 18% | 100% | 78% | 44% | | | ● | | |
| How happy are you with your agricultural/livestock extension service (available, reliable)? | 14% | 30% | 12% | 10% | 18% | 16% | 100% | 72% | 61% | ● | | | | |
| ACCESSIBILITY | YES | | | | | NO | | TOTAL | | | | >=60% | >=59% & <=40% | >= 39% |
| Have you benefitted from the voucher scheme? (agriculture/livestock) | 11% | | | | | 89% | | 100% | 100% | 11% | | | ● | |
| Do you have access to irrigation for agriculture? | 18% | | | | | 82% | | 100% | 100% | 18% | | | ● | |
| | Very Happy 😄 | Somewhat Happy 😊 | Neutral 😐 | Not very Happy 😞 | Not at All Happy 😡 | N/A 🙅 | TOTAL | | | | >=60% | >=59% & <=40% | >= 39% | |
| OVERALL ECONOMIC DEVELOPMENT AND RESOURCES | 13% | 29% | 7% | 20% | 20% | 11% | 100% | 81% | 52% | | | ● | | |

Figure 4.12MVOMERO12 MVOMERO CITIZEN SURVEY- POLITICAL

| POLITICAL | Very Happy 😄 | Somewhat Happy 😊 | Neutral 😐 | Not very Happy 😞 | Not at All Happy 😡 | N/A 🙅 | TOTAL | TOTAL- (EXCLUDING NEUTRAL AND N/A) | TOTAL- Very and Somewhat Happy | >=60% | >=59% & <=40% | >= 39% |
|---|--------------|------------------|-----------|------------------|--------------------|-----------|-------|------------------------------------|--------------------------------|-----------------|--------------------------------|------------------|
| how happy are you with the village/street assemblies frequency? | 11% | 34% | 14% | 18% | 11% | 12% | 100% | 74% | 61% | ● | | |
| How happy are you with the village/street planning process last year/quarter? | 1% | 31% | 15% | 30% | 10% | 13% | 100% | 72% | 44% | | ● | |
| How happy are you with your ward councilor? | 5% | 29% | 6% | 17% | 41% | 2% | 100% | 92% | 37% | | | ● |
| How happy are you with your VEO and WEO? | 21% | 58% | 9% | 4% | 4% | 4% | 100% | 87% | 91% | ● | | |
| How happy are you with your village/street chair? | 27% | 39% | 7% | 13% | 14% | 0% | 100% | 93% | 71% | ● | | |
| How happy are you with your MP? | 4% | 14% | 5% | 9% | 63% | 5% | 100% | 90% | 20% | | | ● |
| PARTICIPATION | YES | | | | | NO | | | TOTAL | >=60% | >=59% & <=40% | >= 39% |
| Have you participated in at least two village/street assemblies last year? | 73% | | | 27% | | | 100% | 100% | 73% | ● | | |
| | Very Happy 😄 | Somewhat Happy 😊 | Neutral 😐 | Not very Happy 😞 | Not at All Happy 😡 | N/A 🙅 | TOTAL | TOTAL- (EXCLUDING NEUTRAL AND N/A) | TOTAL- Very and Somewhat Happy | >=60% | >=59% & <=40% | >= 39% |
| OVERALL POLITICAL | 12% | 34% | 9% | 15% | 24% | 6% | 100% | 85% | 54% | | ● | |

Figure 4.12MVOMERO12 MVOMERO CITIZEN SURVEY- POLITICAL

| INDICATOR | Very Happy 😄 | Somewhat Happy 😊 | Neutral 😐 | Not very Happy 😞 | Not at All Happy 😡 | Not Applicable 🚫 | TOTAL | OCCUPATION | TOTAL | OCCUPATION | TOTAL | OCCUPATION N | TOTAL |
|---|--------------|------------------|-----------|------------------|--------------------|------------------|-------|-----------------------|-------|-------------------------------|-------|-------------------|-------|
| How happy are you with the road in your work area? | 0 | 10 | 0 | 9 | 9 | 0 | 28 | Teacher | 3 | VEO | 2 | District Engineer | 1 |
| How happy are you with your salary/Allowance? | 0 | 8 | 0 | 10 | 6 | 4 | 28 | Nurse and Midwife | 2 | Extension Officer-Livestock | 2 | Technician | 1 |
| How happy are you with th work equipment/facilities ? | 2 | 9 | 0 | 8 | 9 | 0 | 28 | Medical Attendant | 1 | agriculture | 1 | Town Planer | 1 |
| how happy are you with the staff training ? | 2 | 9 | 0 | 8 | 9 | 0 | 28 | Village chairman | 2 | Tasaf Coordinator | 1 | TOTAL | 28 |
| how happy are you with the staff training ? | 2 | 9 | 0 | 3 | 8 | 6 | 28 | street guard | 2 | Community Development Officer | 1 | | |
| | | | | | | | | Headteacher | 1 | Clinician | 1 | | |
| | | | | | | | | TPF Officer | 1 | extension Officer | 1 | | |
| | | | | | | | | Electrical Technician | 1 | Water Technician | 1 | | |
| | | | | | | | | Land Officer | 1 | Water Engineer | 1 | | |

| Indicator | Very Happy 😄 | Somewhat Happy 😊 | Neutral 😐 | Not very Happy 😞 | Not at All Happy 😡 | Not Applicable 🚫 | TOTAL | >=60% | >=59% & <=40% | >= 39% |
|---|--------------|------------------|-----------|------------------|--------------------|------------------|-------|-------|---------------|--------|
| How happy are you with the road in your work area? | 0% | 36% | 0% | 32% | 32% | 0% | 100% | | | ● |
| How happy are you with your salary/Allowance? | 0% | 29% | 0% | 36% | 21% | 14% | 100% | | | ● |
| How happy are you with th work equipment/facilities ? | 7% | 32% | 0% | 29% | 32% | 0% | 100% | | | ● |
| how happy are you with the staff training ? | 9% | 41% | 0% | 14% | 36% | 0% | 100% | | ● | |
| | | | | | | | | >=60% | >=59% & <=40% | >= 39% |
| OVERALL | 4% | 34% | 0% | 28% | 31% | 4% | 100% | | | ● |