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**SOUTHERN NEW HAMPSHIRE UNIVERSITY & OPEN UNIVERSITY OF
TANZANIA**

MASTERS OF SCIENCE IN COMMUNITY ECONOMIC DEVELOPMENT

**COMMUNITY PARTICIPATION IN THE IMPLEMENTATION OF URBAN
INFRASTRUCTURE UPGRADING PROJECT: THE CASE OF MNYAMANI
VILLAGE, BUGURUNI WARD, DAR ES SALAAM.**

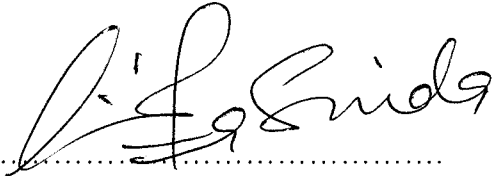
**“SUBMITTED IN PARTIAL FULFILMENT OF REQUIREMENTS FOR THE
M.SC.IN COMMUNITY ECONOMIC DEVELOPMENT IN THE SOUTHERN
NEW HAMPSHIRE UNIVERSITY AT THE OPEN UNIVERSITY OF
TANZANIA”**

2007

ISSA HASSAN NGWEGWE

SUPERVISOR'S CERTIFICATION

I Dr. Sinda Hussein Sinda certify that this dissertation entitled "Community Participation in the Implementation of Urban Infrastructure Upgrading project" A case study of Mnyamani Community Infrastructure Upgrading Project. Submitted to the Open University of Tanzania/Southern New Hampshire University for the award of Masters of Science in International Community Economic Development, is an independent project work carried out by Mr. Issa H Ngwegwe under my supervision and guidance. This study has never been presented for the award of any academic qualification in any Institution of Higher Learning.

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Name: Issa H.S. Ngwegwe

Signature.....

Date..... 1 OCTOBER 2007

DEDICATION

I dedicate this work to my beloved wife Rhoda Peterson Ngwegwe.

ABSTRACT

The study was conducted to establish the participation of community in the implementation of the project addressing the identified needs. Also the information obtained has been used to give recommendations by which the community member can better participate in the implementation of urban infrastructure upgrading project. The study was conducted in an informal settlement of Mnyamani Street which is located in Buguruni found in Ilala district in Dar es Salaam city. Mnyamani Community Infrastructure Project was selected for this study because the student was involved in the whole project cycle, from needs assessment to the project implementation. It has been found that the local people participate well in the project when involved, however there were some challenges faced especially, in effective participation during the implementation.

It seemed to be a challenge for those who are employed whether formal or informal to get involved in the activities, and it was further noted that the majority of the community members participated in resources contribution in the form of money but they did not involve themselves in physical/ field activities of the implementation. The cash contribution was also not done in time resulting to delayed implementation. Community mobilization and participation is a long process. There is need therefore to give adequate time to address different community issues and sensitize and train the community on the importance of participation, not to assume that all members of the community give the same importance and shared commitment.

EXECUTIVE SUMMARY

Urbanization takes place at high pace, especially in developing countries, this is not without problems. In the major city of Tanzania, Dar es Salaam, 70% of the inhabitants live in informal settlements where basic services and infrastructure are lacking. To cope with the problems, urban upgrading projects are initiated worldwide as well as in Dar es Salaam. It is agreed that these projects should be based on demand driven strategies. Therefore it is important for the community that lives in poor informal settlements to identify their urban upgrading needs and participate in the implementation of the project. There has been a blue print on Needs Assessment and the urban poor have been participating in the process. However, little has been done to check whether the urban poor fully participate in the implementation of the project to address the identified needs.

In this research, urban poor participation in informal settlement upgrading in Dar es Salaam, has been assessed. The objective of this research was twofold. The overall research objective was: ‘ to strengthen the community competence and be able to improve their well being by reducing their poverty, vulnerability and social exclusion through directly empowering the community to improve the access to affordable basic services and better living environments’. This objective could be fulfilled by the use of instrumental objective such as to increase the community capacity to participate in implementation and maintenance of community infrastructure, to provide improved community infrastructure; roads drainage and sewage system and to reduce the level of

poverty within the community through community involvement in the project and opening room for investment.

The concept of community participation is now well understood and has been adopted for all recent upgrading schemes. An example of what a community identifies as need has been demonstrated in the Mnyamani project. Further, the broad acceptance of and increasing capacity for involving communities is likely to be a positive factor in efforts toward bringing upgrading initiatives to scale. Participation of the community and enabling local people in upgrading projects, should lead to demand driven and sustainable outcomes that directly benefit the poor in an effective and economically efficient way. So people in informal settlement should have the democratic right to co-operatively decide what is best for them. On the other hand, the community has the most knowledge about the environment they live in and should be committed to execute projects to ensure maintenance of it. Despite of the importance attached to the community participation there is still a need to come up with better ways by which the community will be in a position to participate fully in the community infrastructure upgrading.

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LIST OF ABBREVIATIONS

CBOs – Community Based Organization

CED- Community Economic Development

CDA- Capital Development Authority

CIP – Community Infrastructure Project

CPT- Community Planning Team

CWS – City without Slum

DC – Developing Country

ILO – International Labour Organization

NGOs – Non Governmental Organization

NIGP – National Income Generating Programme

MIT Massachusetts Institute of Technology

TCT- Technical Committee Team

UCLAS -University College of Land and Architectural Studies

UDSM- University of Dar es Salaam

UN – United Nations

UNCHS - United Nations Centre for Human Settlements

UNDP – United Nations Development Program

CHAPTER ONE: COMMUNITY NEEDS ASSESSMENT

This chapter gives the background of the study and reports on the needs Assessment which was conducted to Mnyamani Street and the needs identified were prioritized to come up with the needs that the project had to address.

1.1 Background of the Study

Tanzania has a long history of initiatives to improve infrastructure, services, the environment and the general quality of life in its informal settlements although there now appears to be a hiatus in Dar es Salaam.

In the 1960s, the approach to dealing with the growth of informal settlements in Tanzania, and in particular Dar es Salaam, was the common approach of slum clearance. The objective of slum clearance was to rid the city of the eyesores of squatter housing. To improve housing for the poor, the government implemented its slum clearance and redevelopment policy by developing high-standard buildings on the cleared sites. The policy was implemented through the National Housing Corporation but proved unsustainable. By the end of the 1960s, it was abandoned due to high economic and social costs. The net addition to the housing stock was negligible.

In 1972 the government adopted a softer approach to dealing with squatters. Through until the late 1980s, sites and services and squatter upgrading projects formed the national strategy for managing the growth of unplanned, informal settlements. The

World Bank initially supported these projects, which aimed to provide basic infrastructure and services, together with community facilities.

The World Bank ceased support after its second project because of poor performance. After withdrawal of the Bank, the Government alone could not finance additional projects and subsequently there were only isolated projects in Dar es Salaam with negligible improvements in unplanned settlements. The decade of 1980-90 was characterized by the expansion, consolidation and emergence of new unplanned settlements at the same time as the infrastructure installed under the early projects began to deteriorate due to lack of maintenance.

In 1992, UNCHS (Habitat) introduced the Environmental Planning and Management Approach in Dar es Salaam. The Hanna Nassif Community-Based Upgrading Project was embarked upon through the Sustainable Dar es Salaam Project (SDP) with support from the International Labor Organization (ILO) and the Ford Foundation. Community participation was an important focus of the project throughout. This study has been designed to further assess the community participation especially when it comes to implementation of upgrading projects and the Mnyamani Community Infrastructure Upgrading Project has been taken as a case study.

Mnyamani Street is a residential area with low-income settlement having a population of 20,400 with 443 people per square kilometer. It is located south west of the Dar es Salaam city centre. It is among the three areas - Buguruni kwa Malapa, Buguruni kwa Madenge and Buguruni kwa Mnyamani that forms what is commonly known as

Buguruni. Buguruni is located in Ilala District in Dar es Salaam city. The external boundaries of the settlement are highly accessible from the Nelson Mandela Expressway and the Nyerere Road. Vehicle access within Mnyamani is only possible through one earth track full of potholes which traverses the area and goes to Vingunguti - another unplanned settlement.

Mnyamani is inhabited largely with the Dar-es- Salaam natives (ZARAMO). Zaramo are believed not to be hard working, they are popular in mat making and woodcarving. Their main religion is Islam due to their location i.e coast; this has led to Islam and other diverse backgrounds to be part of their rich culture. The Zaramo have managed to maintain their cultural habits even though there is urbanization and they are located close to the city and most traditional family ritual obligations still seem to survive in present day, like burying of the placenta and cord, cutting the hair on the fortieth day after birth. Other generally practised traditions are circumcision of male children and sending them to *jando* camps (instruction camps). The girl's puberty rite of seclusion of the young girls, from the time of puberty until their coming out, which is generally the day of their marriage, is still practised though the period may be shortened, forced by the governments educational policy, from three years in the rural areas to the holiday period in urban areas (www.corridor-o.com). It is common to find polygamist custom in the community, and because of low income the poverty has been intensified. Largely the families are male headed. Despite of the diversity in the community yet the members within the community relate well and can come to a consensus when there is a problem. Communication is normally verbally or there is a person who goes around the street

informing people if there is an issue that requires the community to meet and discuss. The internal circulation is characterized by a lack of porosity (only extremely narrow passages), while the external circulation is very good. The area is economically active and has an economic connection with the city that stems from good physical connections. Houses are constructed by means of self-help techniques. There are no paved roads, drainage and sewerage in the area. The people have low income and are often very vulnerable and underprivileged; therefore they are forced to adapt themselves to the circumstances in which they live.

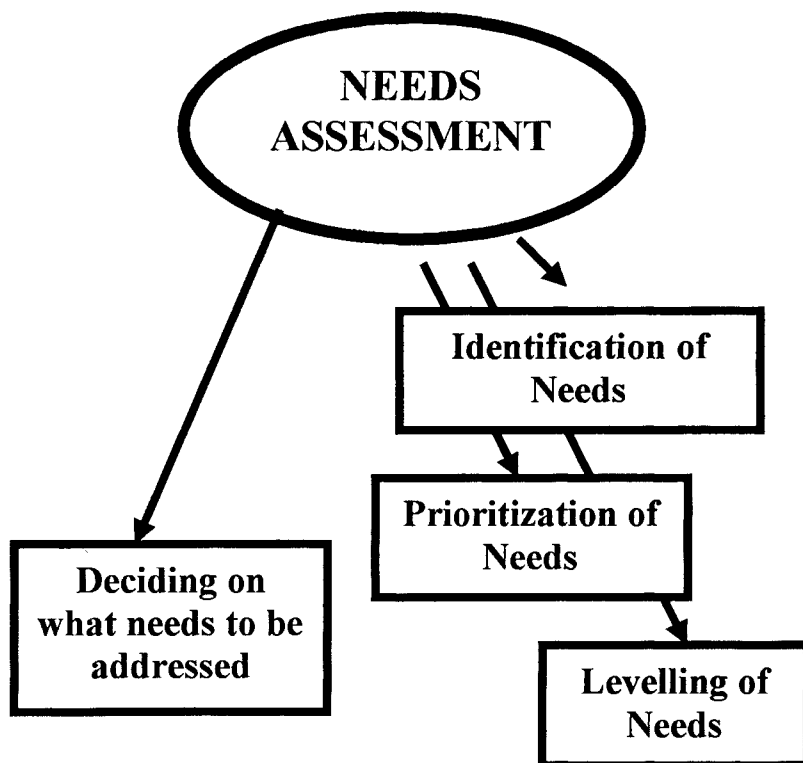
1.2 Community Needs Assessment

There are Four-Stages in this project which was considered during needs assessment; these include a Visioning Stage, a Development Stage, a Refinement Stage, and a Final Comparison Stage. The cornerstone of the stages is involvement of the community at the early stage. By involving all interested parties at the initial stages of the project, the project team has a better understanding of the concerns and issues of the community and resource agencies. The project began with the Visioning Stage during this stage meetings were done and these meeting were in effort to mark the beginning of the communication stage, these meetings were developed to allow the community to tell what is important. In Development Stage, representatives from different stakeholder along with members from the Community came together where potential alignments were developed. In the Refinement Stage the community was given the opportunity to review and offer comments on the needs and identify the needs, in the Final Stage the identified needs were compared to come up with the needs that the project had to address. The

involvement of the community in all these stages was necessary as it enabled the community to have the ownership feeling and enabled the community to build capacity which in turn would result to a sustainable project.

A systematic needs assessment consist of the following

1. Identification of needs
2. Prioritization of the needs
3. Levelling of the needs
4. Consider what needs could be addressed, and can be illustrated by:



Source: Gajanayake, 1993

1. 3 Research Methodologies

1.3.1 Method used

The fundamental objective on this section was to identify the community needs of the urban poor living in informal settlement at Mnyamani Street located in Buguruni Ward of Ilala district in Dar es Salaam, after the identification and prioritization of needs the project was designed that to address the prioritized need. The overall research objective was the involvement of the community in the needs assessment and the identification and prioritization of needs.

The target population in this research was the local people that live in an informal settlement in Mnyamani Street. This refers to all the local people, also the ones who have difficulties in sustaining themselves, were involved, because in most research work they have been ignored as they are difficult to reach. On the other hand, it is an important group because they have few opportunities to escape from their situation without community action.

Data were collected at different levels. Interviews were conducted orally at both community and household level, other data were obtained by survey via observation method and secondary data were obtained from the literature and document methods.

1.3.2 Sampling and sample size

In this research different data collection methods have been used. For survey and secondary data no samples were needed to be drawn. Survey was used to get information

of the situation of the community. Sampling was applied only to the community interviews. The sampling method that was used to draw the sample from the community member for the interview was simple random sampling for ensuring that all the groups in the community are involved.

The entire community was used in the survey, however it was divided into zones and the needs were filtered using a sample of 6 representatives from each of the five zones and prioritize them according to the importance and resources availability.

1.3.3 Instruments Used

Three instruments were employed in needs assessment. Interview instrument was used to obtain the community needs as it enabled the interviewer to have a chance to get complete information. Participatory observation was among the instruments used in order to get the nonverbal behavior and the physical conditions were seen during site visits.

1.3.4 Question Areas

In order to understand the needs of the local people one should start by understanding more about the life of the local people. And the following question areas were considered in order to understand the community needs.

1. Questions on improvement of income-earning opportunities,
2. Questions on the status and improvement of basic infrastructure, home improvement, removal or mitigation of environmental hazards and,
3. Questions on community access to education and health care, increasing security.

1.3.5 Reliability and Validity

The central question regarding reliability and validity was if one really measures what is intended to be measured. Reliability of the research relied a lot on the person who was involved in conducting the interview and observation. The results of the household interviews have been crosschecked with other techniques; such as observation and key informant interviews. Especially observation was very important technique to crosscheck results.

1.3.5 Data Analysis and Results Presentation

Data collected were analyzed using Statistical Package for Social Sciences (SPSS) to obtain the frequencies and percentage of needs suggested, while the nonverbal information was linked to the findings of the interview. Below are the results from the survey.

Table1: Need of improving waste collection

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Yes	26	86.7	86.7	86.7
No	4	13.3	13.3	100.0
Total	30	100.0	100.0	

Source: Field Survey, 2005

The results show that 86.7% of the respondent considered that lack of waste collection centre was a problem in the street while only 13.3% didn't consider it as the community need.

Table 2: Need of improving income

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Yes	13	43.3	43.3	43.3
No	17	56.7	56.7	100.0
Total	30	100.0	100.0	

Source: Field Survey, 2005

The respondents did consider the need as of urgency because 56.7% of the respondents reported that it was not the community need at that particular moment and others said it is the outcome of other needs, it was also reported that there are some institutions i.e. PRIDE, FINCA, NMB, CEDA and FAULU that are providing capital to address the need, but still 43.3% considered it as community need.

Table 3 : Need of improved primary school

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Yes	26	86.7	86.7	86.7
No	4	13.3	13.3	100.0
Total	30	100.0	100.0	

Source: Field Survey, 2005

The results show that 86.7% of the respondents pointed that there is a need of improved primary schools, while only 13.3% didn't consider it as a community need.

Table 4: Need of improved drainage system

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Yes	29	96.7	96.7	96.7
No	1	3.3	3.3	100.0
Total	30	100.0	100.0	

Source: Field Survey, 2005

The results indicate that 96.7% of the respondents said there is a need of having improved drainage system in the street and only 3.3% didn't consider it as the community need.

Table 5: Need of getting clean tap water

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Yes	29	96.7	96.7	96.7
No	1	3.3	3.3	100.0
Total	30	100.0	100.0	

Source: Field Survey, 2005

It was appreciated by 96.7% of the respondents that getting tap water is the need of the community while 3.3% of the respondent didn't consider it as the community need. However it was reported that the need has been addressed by Plan International

Table 6: Need of having public toilets

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Yes	30	100.0	100.0	100.0

Source: Field Survey, 2005

All the respondents pointed out that there is a need of having public toilets as indicated in the above table.

Table 7: Need of improving street internal roads

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Yes	20	66.7	66.7	66.7
No	10	33.3	33.3	100.0
Total	30	100.0	100.0	

Source: Field Survey, 2005

The results show that 66.7% of the respondents pointed out those improving internal roads to be a need of the community however 33.3% did not consider it as a need.

Table 8: Need of improving health services

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Yes	23	76.7	76.7	76.7
No	7	23.3	23.3	100.0
Total	30	100.0	100.0	

Source: Field Survey, 2005

The respondents 76.7% appreciated improving health services as the community need but 23.3% didn't appreciate it as the community need because the need has already been addressed by Plan International.

1.4 Needs Prioritization

The selected elements formed a starting point in the identification of urban upgrading needs. The relative importance of the elements was determined by ranking exercises applied to households and by results from the interaction. The relative importance formed the basis for the prioritization of the needs. The respondents were asked to rank the identified needs by using Conffing-Hutchinson need analysis methodology where a master list of needs was developed and the community was asked to tick against each

need considering its importance. Each participant was asked to further rank five needs out of the selected list, finally the five selected needs by each member were compared to come up with the need that ranked high. Below is an overview of the actual needs with highest priority that were fulfilled by means of the project.

Table 9 Community Need Assessment prioritization

Need	Clarification
Needs on improvement of access to health care	Good access to health care increases the quality of life and the productivity
Needs on the improvement of roads	Construction of roads can improve the accessibility and therefore can be a forward linkage for other forms of development. It can also improve the general health and safety situation. In order to continue valuable activities the construction should be dosed carefully, areas should be kept car free and accessibility should only be possible in specific cases.
Needs on the improvement of the Construction of sewerage and drainage to serve sanitation facilities	In order to improve the health and hygiene situation the construction of sewerage and drainage is important. Although it is not as important as the improvement of the higher ranked elements, it is clearly ranked higher than other elements by the people and it serves a public goal.
Needs on the improvement of private water connection and public toilet	It is very expensive to get connected to the water system, but buying water from others is costly as well and time consuming. However, since people come from rural areas where water supply is a lot worse, a private water connection is not given a very high priority
Needs regarding the improvement of the improvement of waste collection.	For the people the improvement of waste collection, giving more money and power to the LG and the improvement of the market place do not seem to be very important items, relative to the other elements. A distinction between the several needs is hardly present.

Source: Field Survey, 2005 conducted in Mnyamani Street, Dar es Salaam

CHAPTER TWO: PROBLEM IDENTIFICATION

This chapter addresses the problem statement, the target community analysis and stakeholders who in one way or another were involved in the project, and it also gives the goal and objective of the study.

2.1 Problem Statement

Mnyamani like other unplanned settlements, the community infrastructure and other services are not good, roads are in bad condition with poor networking and some part of the street has been experiencing floods especially during rain season due to lack of drainage system. Garbage collection is another problem which affects the community, currently there are only three collection centres in a street with a population of 20,400 with 443 people per square kilometre. Toilets for human waste disposal is also a problem in the street, about 245 houses have no or poor toilets. The situation creates health hazards, diseases outbreak such as water-borne diseases like cholera, dysentery and diarrhea and other communicable diseases are common. Robbery especially during the night is common due to lack of planned streets and clouded houses. These have resulted to poor living conditions and leaving the entire population of 20,400 susceptible to the consequence of having no proper community infrastructure. Despite that the community is poor but has realized the needs to react on the situation because they are the ones who are affected with the situation and thus it has become to their concern.

One of the explanations for the existence of the problem is that urbanization in the country has induced significant migration from the rural areas to the city where housing

is not available or affordable to cope with the significant influx of people and thus contributing to the expansion of informal settlements in Mnyamani Street. Income poverty of the population has hindered the community to develop well designed community infrastructure as the result poor living environment has continued being a problem in the street. There have been studies on identifying the needs of the urban poor whereby the community members have been involved. However, there are very limited studies which have been done on the participation of the urban poor in the Project Planning and Implementation. It was of interest to conduct a study on this area

2.2 Target Community

The target population in this research was the local people that live in an informal settlement in Mnyamani Street. This refers to all the local people, including the ones who have difficulties to make themselves heard were involved. On the other hand it is an important group because they have few opportunities to escape from their situation without community action. The project was carried out at Mnyamani Street and there were about four organizations that were involved directly to the project. However the Myamani community is directly managing the project. Currently the street has been divided into zones that enable the management of the project, and each zone has elected two representatives to form the project committee; the committee represents the community in the management decision and at the same time oversees the implementation. The organizations that are involved in the project include City Council, Ilala Municipal, World Bank and UCLAS and CBOs.

2:3 Stakeholders

It was very important in this project to carry out an analysis of the stakeholder in the area where the project was conducted. Through the analysis it was found that there are five parts that are stakeholder in this project which range from community to the large institutions like the World Bank. The table below summarizes the stakeholders in this project and different role they have been playing.

Table 10: Stakeholder analysis

Name of stakeholder	Potential benefits/cost	Project discussed with the group/organization	What are the opinion of the project and its goal	What is their opinion of the project design
Community itself	Community members will have access to clean, environment, eliminate, health problem that are due to poor, infrastructure. Value of house will increase.	Yes, all of the community stakeholder have been involved	The community has positive opinion to the project.	Have positive opinion on the project design
World Bank	Finance the project by 90%	The institution is already informed about the project	Has positive opinion on the project and stress on community participation	World Bank is in support of the project design.
Ilala Municipal	Well organized city, less will be spend in dealing with diseases outbreaks. Levi and tax collection will increase.	The municipal has been involved in the project.	It has a positive opinion toward the project	It has been supported by the municipal.
UCLAS	Provide technical and designing support	The institution has been involved in the project since on the initial stage.	Positive opinion	Positive opinion.
CBOs	Mobilize community resource	The CBO has been involved since the onset of the project	Very positive to the project	They support the idea

Source: Field Survey, 2005

2.4 Project goals

The overall goal of this project is to improve the living conditions of the urban poor through community infrastructure upgrading with the community participation.

2.5 Project objectives

2.5.1 Overall Objective

The aim of the project is to strengthen the community competence and be able to improve their well-being by reducing their poverty, vulnerability and social exclusion through directly empowering the community to improve the access to affordable basic services and better living environments.

2.5.2 Specific objectives

- Increase the community capacity to participate in implementation and maintenance of community infrastructure.
- Provide and improve community infrastructure; roads drainage, sewerage system and waste disposal.
- Reduce the level of poverty within the community through community involvement in the project and opening room for investment.

CHAPTER 3: LITERATURE REVIEW

The chapter presents theoretical literature; it reveals what other authors report on the topic of urban infrastructure upgrading. It is in this chapter that you will find how the government of Tanzania has tried to address the unplanned settlement in urban areas since independence.

3.1 Theoretical Literature Review

Since the 1960s, cities in developing countries have faced an unprecedented rate of urbanization and increasing poverty. Uncontrolled proliferation of slums was the result. In general, these unplanned and under served neighborhoods are occupied by squatters without legal recognition or rights. The number of urban population living in slums has continued to grow in most DC cities. An earlier pilot survey of 14 cities in DC by the UNCHS (1982) reported that informal settlement housed between 32% and 85% of the urban population. The UNCHS (1996) and Jenkins (2001) report that slums make up as much as 32% of Sao Paulo, 33% of Lima, 34% of Caracas, and 59% of Bogota in South America, and 44% in Maputo, 60% in Dar-es-Salaam, 70% in Luanda, and 85% in Addis Ababa in Africa. In some countries, slums now constitute the essential characteristic of the urban landscape. For instance, the Global Urban Observatory (2003, p.81) reports the case of Ethiopia (99.4%), Chad (99.1%), Afghanistan (98.5%) and Haiti (85.7%). Also, Pugh (2000) estimates that slums grow at a rate of 30-70% of the housing stock in most cities in DC. The populations of slums lack the most basic

municipal services, such as water supply, sanitation, waste collection or infrastructure, and thus are exposed to disease, crime and natural disasters.

One of the explanations for such increase of slum dwellers is that the urbanization in developing countries was initially perceived as a mechanism for improving living conditions and the environment, especially for city dwellers with greater access to income. A corollary effect, however, was to induce significant migration from the rural areas to the city context where housing was not available or affordable to cope with the significant influx of people and thus contributing to the expansion of informal settlement. Coupled with the high natural population increase in urban areas and the continuous decrease and depreciation of competitive opportunities in rural areas, rural populations have continued to move to urban areas (Rempel, 1996; Kengne & Sietchiping, 2000; Davis, 2004). For example in Tanzania's rural-to-urban migration as a result of the decline of international primary commodity prices (mainly from coffee and sisal) in the 1970s and 1980s and other disincentives to national farmers that helped push rural producers to the towns in search of employment. Potential income streams, education and other subsidized or free public goods and services led many rural dwellers to Tanzania's largest city. Of the total population, some 25 percent live in urban areas but the urban population is growing rapidly at over 6 percent per annum, around twice the national rate of population growth.

The country is divided into 26 regions for political and administrative reasons. There are ten major towns with populations of over 150,000 (World Bank, 2002). Dar es Salaam is

seven times the size of the next largest city, Mwanza, in population terms, and continues to attract the majority of migrants. In Dar es Salaam, population densities reach 1793 persons per square kilometer Census 2002. It is estimated that about 70 percent of Dar es Salaam's population live in poor, unplanned settlements and the ability of the city government to cope with the timely delivery of infrastructure services is severely constrained. Informal settlements continue to expand and it has been estimated that 50 percent of the informal settlement population lives on an average income of about US\$1 per day, well below the poverty line (World Bank, 2002).

Despite government emphasis in the past on improving living conditions in the rural areas, rapid urbanization has continued. Investment in the public and private sector has not kept pace with population growth in urban areas. Low levels of urban management capacity and inappropriate institutional arrangements have hampered the development of the urban sector. Demand for infrastructure and urban services have not been met, worsening the nature and incidence of urban poverty, as well as constraining national economic growth and productivity.

In Tanzania, increasing levels of poverty, population growth and the lack of a sustainable housing policy mean that urban growth is often absorbed into informal settlements. These areas are characterized by a lack of basic infrastructure and the ever-increasing poverty of their residents means that many do not have the ability to pay for services. Many urban residents cannot afford housing, and authorities themselves have few resources with which to improve or maintain infrastructure and services.

Consequently the housing, health and environmental conditions in the growing informal settlements of Tanzania's cities are extremely poor.

3.1.1 Infrastructure and Economic Development

Infrastructure development is generally considered as an important determinant for economic development and a priority for public investment. The 1994 World Development Report, dedicated to the theme of infrastructure and development emphasizes that providing infrastructure services to meet the demands of businesses, households and other users is one of the major challenges of economic development. The quality of infrastructure services directly determines the quality of life for a community and its productivity. The report also recognizes that good infrastructure raises productivity and lowers production costs but that the precise linkages between infrastructure and development are still open to debate (ILO, 1996).

Infrastructure comprises both economic infrastructure and social infrastructure. Both can contribute significantly to economic development and the quality of life. Economic infrastructure comprises public utilities (power, telecommunications, water supply, sanitation and sewerage, solid waste collection), public works (roads, dam and canal works for irrigation) and other transport sectors (railways, urban transport, ports). Social infrastructure comprises education and the provision of health care. For any kind of infrastructure, quality and durability are key issues, drawing attention to cost recovery measures and maintenance.

Improved social infrastructure for a community has a direct and obvious impact on enterprises' activities. Better education and improved health care can deliver major benefits for productivity because of improved skills and less production losses caused by worker illness. Economic infrastructure is considered as part of the enabling environment making economic activities possible and profitable, and is also seen as a determining factor for the productivity and growth capacity of enterprises. The lack of infrastructure directly affects the quality and the quantity of production of an enterprise. Investment in infrastructure can, therefore, result in major economic benefits, but only when it develops continuous services in an efficient way that is appreciated by its users.

There has been a link between unplanned settlement and health hazards, for example, A look at the state of affairs country wide reveals that due to lack of sanitation and elaborate ways of disposing of sewerage has had telling effects on the health of the people. Between January and April 2004 for example, 1,138,017 suffered malaria out of 1397 died, 8690 people contracted diarrhea 9 died and out of 4793 that were infected by cholera 116 died (Guardian, 2004-07-17). During the same period 15698 suffered from dysentery and 21 people died. "The notable increase in the diseases is attributed to lack of clean and safe water, lack of toilets, failure to observe hygiene and so living in dirty environment," Dr Gilbert Mlinga, the then Acting Permanent Secretary in the Ministry of Health had said in a health alert statement on May 20, 2004. Like elsewhere in the world, Dar es Salaam city residents also produce concentrated amounts of solid waste, sewage and air pollution. Supplies of clean water, roads and sewage treatment facilities cannot keep up with population (Guardian, 2004-07-17).

It is not surprising that only a small part of the city is served by a sewerage and sanitation system. The areas that are connected to the system include the city centre, Kariakoo and Upanga. This in effect, means that the vast majority of Dar es Salaam residents remains unserved and has no elaborate sanitation system. The houses stand in no discernible plan, each facing in a direction of the owner's choice. The latrines which also serve as bathrooms are also constructed in the same manner, usually no more than two meters deep. These are the areas that have no elaborate system of waste collection and disposal. Individuals must design their own means of collecting and disposing of solid and liquid waste as the municipalities do not take the issue seriously. Talking about sanitation in the area, most of the latrines are hardly two metres deep and fill up quickly. And when the rainy season comes almost all of them overflow, contaminating almost everything in this area. Yet some of the residents can afford to hire a specialized vehicle to empty the latrines. But there is no way a truck could reach their houses as there are no roads. Narrow alleys separate the houses. The majority of the residents who are poor have to wait for nature to clean their latrines during the rainy season (World Bank, 2002).

The rapid population growth affecting unplanned settlements and the increasing rate of development require sufficient and steady amount of water supply and discharge of sewage at an affordable cost. Many peri-urban settlements lack the services (Guardian, 2004-07-17).

3.1.2 Approaches on dealing with informal settlement

3.1.2.1 Site and Service Scheme: 1970s

In the 1970s, most governments in DC opted for a direct and centralized (State) intervention, executed through World Bank's instigated programs such as the site and service scheme. This particular scheme advocated the clearance of centrally located slums and their relocation to newly serviced plots often outside the existing urbanized areas. This policy was driven by affordability and cost-recovery strategies (van der Linden, 1986).

Site and service schemes are credited with enabling shared responsibilities between slum dwellers and government. On the one hand, the program emphasized the participation and the contribution of the beneficiaries to the resettlement process. Similarly, the programs acknowledged and capitalized on the ability of low-income dwellers to mobilize informal resources. On the other hand, local governments were no longer acting as 'providers' but as 'facilitators', which saved them some resources (Pugh, 2001).

The implementation of site and service scheme was heavily criticized especially its demolition and eviction components. In some cases evicted slum dwellers were relocated to other parts of the city (for example chirambahuyo in Harare). In many other instances, slum dwellers were left in 'limbo' without alternative housing and land arrangements or compensation (Butcher, 1986). The demolition without adequate relocation process actually aggravated the housing shortage partly because there were not sufficient plots available to relocate those whose houses had been demolished.

Other shortfalls of the scheme included the relatively low number of beneficiaries, the lack of understanding and clarity around the role of the private sector, the lack of planning around the location of new serviced plots, low or non-existent standards, and the failure to achieve cost recovery (Pugh, 2001). This was so because the transitional period between the demolition and the new establishment was not always well negotiated (lack of slum dwellers' participation). Moreover, several evicted slum dwellers had difficulties accessing or being qualified for new serviced parcels due to lack of land titles and rights (the majority could not legally claim and prove their tenure right), illiteracy (most documents were written and they needed to fill out applications), corruption and bureaucratic hurdles (Malpezzi & Sa-Adu, 1996).

Overall, the implementation of site and service schemes failed to address slum management issues and there was often no provision made for preventing or reducing the future expansion of slum. The magnitude of the negative impacts and shortcomings easily offset the positive aspects to a point where new strategies had to be introduced with the hope of curbing the rapid and continuous degradation of slum areas.

3.1.2.2 Upgrading Strategies: 1980s

In the 1980s, the upgrading strategies emphasized the improvement of communal infrastructure and services within the established slums (Banes et al., 2000). In particular, the upgrading projects targeted the improvement of basic services (e.g., sewage, water, sanitary, garbage collection, electricity) and infrastructure (e.g., road, market, healthcare and education centers) that were lacking or decaying in slum areas

(Pugh, 2000). Upgrading projects were to be implemented with lesser intervention of government than in site and service schemes. Local upgrading strategy was appealing because it avoided (unnecessary) demolition, was cheaper per unit than site and service approach, and preserved social and economical networks. The upgrading program aimed to achieve three main goals: affordability, cost recovery and replicability.

In terms of affordability for instance, there were some instances of success. Earlier assessments of onsite upgrading projects were encouraging (World Bank, 1994). For instance, in his evaluation of Visakhapatnam (India), slum upgrading, Abelson (1996) reported that the beneficiaries' income rose by 50% and their land value and assets improved by 82%. In other instance, the San Martin Pores (Manila) upgrading project was praised for the community participation and legal and institutional planning outcomes (Santiago, 1987; Kessides, 1997). The importance and success of grassroots participation in various World Bank funded upgrading schemes have been reported for projects in Indonesia (especially the Kampung Improvement Program) and other projects in South America countries such as Bolivia, Brazil, Mexico, Costa Rica and Peru (World Bank, 1995; 2003).

Despite these specific successes, upgrading programs also had many shortcomings and overall, failed to meet their expectations. Generally, they were criticized at four main levels: failed financial commitment, negative socio-economic impacts.

3.1.3 Actions taken toward unplanned settlements

3.1.3.1 International responses toward unplanned settlements

Numerous worldwide organizations try to tackle the problem of poverty and the problems related to the urbanization process. The United Nations (UN) puts a lot of effort in solving both urban and rural poverty problems, with the implementation of the Millennium Development Goals. The UN defines urban upgrading (which partly consists of improvement of infrastructure provision) as a dimension of poverty reduction. UN Habitat has launched several programs to guide the rapid urbanization process in the developing world. Recently the World Bank (WB) has become involved in a big urban upgrading project in co-operation with MIT University

3.1.3.2 Tanzania responses toward unplanned settlements

Tanzania like any other developing countries has undergone a series of action to address the above prevailing situation and in the 1980s; the upgrading strategies emphasized the improvement of communal infrastructure and services within the established slums (Banes et al., 2000). In particular, the upgrading projects targeted the improvement of basic services (e.g., sewerage, water, sanitary, garbage collection, electricity) and infrastructure (e.g., road, market, healthcare and education centers) that were lacking or decaying in slum areas (Pugh, 2000).

3.2 Empirical Literature Review

In this section practical example of urban upgrading has been analyzed and found that there are some projects on upgrading that have been already done and thus Mnyamani upgrading was not the first, for the matter of experience the following project have been looked at.

3.2.1 Hanna Nassif Community Based Upgrading Project – Phases 1 and 2

Hanna Nassif, in the Kinondoni district of Dar es Salaam, is approximately four kilometers from the city center, and in 1994 had a population of 19,000. The Hanna Nassif Upgrading Project has achieved significant physical improvements for the residents of the settlement and has strengthened the capacity of the community and its groups to better help them. It has also provided income-generating opportunities and created a micro-credit program. The Hanna Nassif project was formulated in 1992 and implementation of Phase 1 commenced in 1994. Phase 2 commenced in March 1997 and was completed in September 2000.

Phase I

The concept of Phase 1 of the Hanna Nassif project was to empower the community to develop infrastructure through its own resources with some assistance from donors. An 18-month pilot project was devised which aimed to guide future initiatives in Tanzania. The project actually took about 30 months due to start up and implementation delays.

The immediate objective was to implement the pilot project using employment-intensive methods to upgrade storm water drainage in Hanna Nassif. This in turn would create improved capacity within the Dar es Salaam City Council to manage and respond to similar initiatives elsewhere. Thus, the development objectives of the project were to improve the living conditions and expand employment opportunities in Hanna Nassif. A further objective was to demonstrate the feasibility of a community based approach to urban upgrading through community management and community contracting.

Many of the objectives were achieved. The results were:

- A functioning and maintainable storm water drainage system.
- Generation of employment opportunities in the order of about 15,000 work days of paid and 5,000 work days of community contribution;
- Generation of community management capacity to maintain the infrastructure constructed and identify future priority needs although such goals need to be strengthened and expanded;
- Enhanced capacity for the Dar es Salaam City Council, in particular the establishment of a technical working group trained in community based upgrading and
- The preparation of a training manual giving step-by-step guidelines for replication of the process in other settlements.

The project also supported the government's policy goals as expressed in its economic and social adjustment program to upgrade infrastructure services, mobilize domestic resources and enhance people's participation in operation and maintenance. Environmental conditions were also improved which increased land values in the housing market. The reduction in flooding created household savings by lowering the cost of house repairs. However, physical problems in Phase I included underestimated design requirements and network design that was not carried out in a holistic manner creating implementation problems; engineering requirements relating to soil testing, design of road thickness, and other issues, that were not properly addressed; and non-

technical/professional supervision that led to construction problems and incomplete work. At the end of the first phase, the following physical works had been created: about 1 km of gravel road with side drains, out of a target of 2.5 km, about 2.5 km of side drains and 0.6 kms of main drain, 0.7 km of footpath, 10 culverts, and 10 drifts.

Phase II

Phase 2 of Hanna Nassif upgrading was supported by the National Income Generation Program (NIGP), the parastatal organization supported by UNDP. The aim of NIGP is to encourage income-generating activities among existing CBOs to help alleviate poverty. This is accomplished by working with communities, assisting them to identify economically attractive projects and advising them on all aspects of enterprise development. Phase 2 of the project was funded by UNDP and the Ford Foundation and was executed by University College of Land and Architectural Studies (UCLAS) under the management of the NIGP. The scope of work included solid waste management, water supply and micro-credit schemes. As with Phase 1, the majority of the works were conducted using labor-based methods with community contracts. The concept was to develop local infrastructure by building local capacity although, learning from Phase 1, consulting engineers were engaged for technical design and construction supervision. UCLAS provided a Technical Support Team of eight people, some of which were part-time. A total of 21 contracts were implemented, 19 small community contracts and two with private contractors mostly for access and drainage works.

Some 60 percent of the budget was expended on training, mobilization, much of it related to construction and maintenance of infrastructure. The Community Development Association (CDA) with the assistance of the technical support team did the procurement of materials and the community provided labor.

As a result, the capacity of the Hanna Nassif community was increased in terms of its ability to implement and manage urban infrastructure, micro-enterprise development, and solid waste management initiatives. In addition, the capacity of the Dar es Salaam City Commission, the private sector and other relevant actors to interact with communities during upgrading was expanded. Intensive community labor resulted in the construction of storm water drainage, roads, water supply, and low-cost sanitation systems. The credit scheme component appeared to be popular and was working satisfactorily. Repayment rate of the scheme was 95 percent at the time of evaluation. Approximately TSh 27,000 (US\$35) per person was spent on Phase 2.

Problems encountered during Phase 2 included weak construction planning and poor supervision of works. It appears that the community and the project's non-technical support paid less than due attention to the need for proper survey, engineering design, works planning, contract management and construction supervision. Evaluations (and recent discussions held with some close to the scheme) suggest that the community was, perhaps, asked to do too much, particularly in fields where professional/technical competence was required. Planning and designing a storm water drainage scheme for a community of nearly 20,000 people in a tropical climate requires engineering expertise.

The skill limitations of the workers were realized somewhat late in project implementation but should be avoided in the future. While it is critical to involve the community throughout the upgrading process, it is equally important to clarify what can, cannot, and should not be done by the communities.

These problems resulted in the project being extended by six months. Problems also occurred with the payment of the supervision consultants. Many unskilled workers did not understand the concept of community contribution and the payment of lower than normal rates for their labor. However, a study comparing unit rates for machine-based work against the labor-based methods used showed the benefits of using labor-based methods.

In addition, although some attention was given to maintenance activities, success in this area has been limited. With poor solid waste collection people continued to dump waste into drains, there was no schedule of periodic maintenance works and no formalized inspection system for any of the infrastructure. Although there has been much training, there is little practical maintenance culture beyond emergency or reactive measures.

Most written material on Hanna Nassif does not focus on the important issues of costs, cost recovery and tenure. This makes it appear that there has been no direct link between the provision of infrastructure, its costs, the affordability of beneficiaries, cost recovery and cost recovery mechanisms. Although the type of upgrading whereby plot titles are sold to recover the costs of the infrastructure is an ideal, at least it is a typology that does

not rely on government subsidy which most governments cannot afford. For sustainability reasons, such an approach or something near it perhaps should be the aim.

It has taken eight years to provide some basic improvements (mainly drainage) for the community of Hanna Nassif. In all, there are over 35 unplanned settlements and a further 16 planned but unserviced (two of which were upgraded under the CIP). Thus if programs are to be scaled up such that all communities receive some basic improvements in the lifetime of most adults, the process has to be accelerated. Community participation is time-consuming and complex. The key to success is thus striking the balance between community participation and other critical factors such as time and costs. (World Bank, 2002)

3.2. 2 Buguruni Case Study

According to a study conducted by UCLAS, in 1995 Buguruni had an estimated population of 73, 450 people and the population was growing at a rate of 8% per annum. Until the arrival of Plan International in Buguruni in 1992, the settlement had no improved roads, drainage or solid waste management systems. Plan International assisted the residents to form Residents' Committees. The roles of the Resident Committees are to define the most pressing social and environmental problems of their settlements and to prioritize and devise ways of addressing the problems. Some of the Residents' Committees are dealing with education, health, water, environment, and transport and micro-enterprise development. Thus far, the Residents' Committees have made great achievements in education and health (preventive care) sectors.

Besides these achievements, Plan International has funded:

- emergency road repairs on the only road which traverses the settlement;
- Built 36 shallow wells. A 250 mm diameter water pipe whose length is 2.2 km has been put in place but is not yet functioning;
- One major storm water drainage channel is under construction(ILO,1996)

3.3 Policies on Unplanned Settlements

3.3.1 National Policy towards Unplanned Settlements

Tanzania has tried to deal with this problem in different ways and come up with policies to address it. However, these urban policies often failed because various reasons including governance, corruption, inappropriate regulation, dysfunctional land markets, and, above all, lack of money. One response to react to the situation and prevent augmenting urban poverty involved the relocation of residents to resettlement sites that were usually outside of the city.

Second approach was clearance and redevelopment. It meant temporarily moving the slum residents, clearing the land and building new housing for them on the same site. The Government of Tanzania had adopted policies of squatter clearance in the early 1960s. The objective of slum clearance was to rid the city of the eyesores of squatter housing. To improve housing for the poor, the government implemented its slum clearance and redevelopment policy by developing high-standard buildings on the cleared sites. The policy was implemented through the National Housing Corporation but proved unsustainable. By the end of the 1960s, it was abandoned due to high

economic and social costs. The net addition to the housing stock was negligible (World Bank, 2002).

In 1972 the government adopted a softer approach to dealing with squatters. Through until the late 1980s, sites and services and squatter upgrading projects formed the national strategy for managing the growth of unplanned, informal settlements. The World Bank initially supported these projects, which aimed to provide basic infrastructure and services, together with community facilities. The alternative to moving people or replacing their homes is upgrading. Upgrading has significant advantages; it is not only an affordable alternative to clearance and relocation (which cost up to 10 times more than upgrading), but it minimizes as well the disturbance to the social and economic life of the community. The results of upgrading are highly visible, immediate and make a significant difference in the quality of life of the urban poor (ILO, 1996). The National Land Policy (1995) which is now being drafted into a Land Bill has the following policy statements on unplanned settlements:

- Existing unplanned settlements will not be cleared but will be upgraded and provided with facilities for adequate sanitation and other basic services except for unplanned housing in hazardous areas.
- Upgrading plans will be prepared and implemented by local authorities with the participation of residents and their local community organisations. Local resources will be mobilised to finance the plans through appropriate cost recovery systems. The National Land Policy goes a long way in legalising

unplanned settlements and providing its inhabitants with legal rights to the land.

In addition, the Policy calls for the upgrading and servicing with the participation of their residents through their own CBOs or NGOs (ILO, 1996)

Other policies that may be interacting with the urban upgrading policies and have been recognized includes, New National Land Policy approved in 1995, the National Environmental Policy of 1997, the National Population Policy of 1992, and the National Strategies on Poverty Alleviation of 1998 in the development of human settlements and specifically in addressing poverty. The current Poverty Reduction Strategy Paper recognizes the importance of shelter as one of its development priorities. The on-going Sustainable Cities Programme in 11 municipalities and 2 cities are focusing on strengthening the capacity of the councils to better plan, coordinate and manage growth and development through participation and in partnerships with all stakeholders but these were changed. From that time, the upgrading of unplanned settlements (provision of roads, drainage, schools, markets, etc.) became the new policy, In the 1995 survey conducted of the informal sector in Dar es Salaam, the problems of poor infrastructure and utilities coupled with that of lack / high cost of premises and location were frequently cited as major hindrances to the development of this sector. Both problems ranked sixth and seventh respectively, out of a total of 27 frequently cited bottlenecks.

Land Tenure

All land in Tanzania is public land. The President is a trustee on behalf of the citizens. The President can allocate land by way of a Right of Occupancy which is

granted expressly or can be deemed to be granted in the case of land held under customary tenure. The Right of Occupancy of planned (surveyed) land is granted for a short-term (1 - 5 years) or long-term (33 - 99 years). It has been argued right from the beginning that the majority of urban dwellers all over the country live in unplanned settlements. The reason behind this is the fact that the rate of urbanization has been, and still is, much higher than the formal housing provision strategies set by the Government. This also means that the surveying, servicing and issuance of plots fall far behind actual demand.

In view of this, most urban dwellers obtain land for house construction purposes through the informal system. This could be through inheritance, allocation by a friend, relative or local leader or purchase from acclaimed owners. Various studies have established that by far, the majority of urban land owners/occupiers get land by way of buying it from others. In the unplanned areas, the land is assumed to carry a deemed Right of Occupancy since there is a supposition that such land is held under customary tenure. The land in unplanned settlements is un-surveyed but individuals can request the planning authorities (Ministry of Lands, Housing and Urban Development in collaboration with municipal authorities) to survey and grant title of ownership (Right of Occupancy). The problem of land tenure is also seen to be a fairly important problem faced by informal sector entrepreneurs in Dar es Salaam. This was highlighted in the 1995 survey, in which land occupancy and the threat of expulsion was the twelfth most frequently cited problem (out of 27) by informal sector entrepreneurs. The National

Land Policy (1995) provides a comprehensive overview of all matters concerning land tenure, land administrative and land use management.

3.3.2 International community responses to unplanned settlements

The new century has called for new strategies and plan for slum. In 1999, the World Bank and the UN-Habitat initiated the Cities without Slums (CWS) action plan, which constitutes a part of the United Nations Millennium Declaration Goals and Targets. Specifically, the action plan aims at improving the living condition of at least 100 million slum dwellers by the year 2020 (UN-Habitat, 2003). The main innovation in this policy is to move from the physical eradication or upgrading of slums adopted by past policies, to start to address one of the fundamental reasons why slums exist in the first place. The action plan recognizes that slums are largely a physical manifestation of urban poverty, and to deal with them effectively, future actions and policies should also associate urban and slum stakeholders in the poverty reduction or eradication campaign. This extended approach of CWS action plan is encouraging; however it has been challenged in four areas of concerns. Firstly, poverty is just one of the components of the incidence of slum (Shatkin, 2004). The CWS is not comprehensive enough to determine other variables that also account for slum incidence. Such variables could include (at the macro and cross-country levels) debt burden, health issues, social and political instabilities and natural disasters. Secondly, the number targeted is far too modest to significantly change the number of slum dwellers by the year 2020. In 2000, it was estimated that 850 million people live in slums and it is projected that by 2020 the number will reach 1.8 billion (UN-Habitat, 2003). It is clear that this target will do too

little too late to effectively improve the living conditions of more than 1.7 billion slum dwellers.

Thirdly, there is no clearly defined variable to measure the 'improvement of living conditions' of 100 million slum dwellers. One can reasonably query how it will be possible to differentiate between 'improved living conditions' driven by CWS –in different cities, realities and contexts– and other city development strategies. Such uncertainty suggests that the operational and methodological components of the CWS action plan are yet to be defined or fine-tuned. Finally, the CWS action plan does not articulate what measures should be taken or formulated to curb the emergence of new slum. Similarly, there is no provision or indication as to what actions various urban 'stakeholders' at all levels (local, national and international) should undertake to reduce, if not stop, the mushrooming of new slums. Unless these concerns are properly taken on board, the ambitious 'City without Slums' action plan remains.

CHAPTER FOUR: IMPLEMENTATION

This chapter presents the implementation of the community project. The project was implemented by the assistance of project design and management, whereby the community started by identifying the needs, statement of the problem and designs the project. Following the needs assessment the urban upgrading project was designed.

4.1 Product and Output

- Infrastructure upgrading plans that are prepared by community participation considering their needs and capacity to maintain.
- Increased system of planning, implementation, supervision and maintenance of infrastructure.
- Improved community health.
- Improved internal and external transport.
- Increased employment and hence reduce the rate of poverty.

4.2 Project planning

The planning process considered all the activities which were involved in the project where activities such as sensitization of the community, discussion with the community members who were to be affected by the project, fund raising from the community and execution of the project and monitoring of the activities. The table below summarizes the project planning.

Table 11: Implementation process

Action	Responsible organ	Estimated time span
Discuss with those who their hoses will be affected by the infrastructure upgrading and do analysis for compensation	Community planning team	1 month
Educate local community on the importance of participation in the project.	Community planning team and technical team	One week
Fund raising from the community.	The community and the community planning team	4month
Execute plans of action and discuss progress with responsible people.	Technical team, the community planning team and the community members	9 months start from January 2006

Source: Field Survey 2006

4.2.1 Implementation plan

This section gives the project implementation plan against the actual implementation. The project was expected to start with compensation of community member who were to be affected by the project. The activities were scheduled at different interval and some were implemented concurrently. The table below summarizes the implementation plan and the actual implementation.

Table 12 Project Implementation plan and actual implementation

Activity	Planned implementation period	Responsible person	Actual implementation Period
Compensation of affected people	March, 2006	CPT and TCT	March, 2006
Site preparations	March, 2006	CPT and TCT	August 2006
Road construction	May, 2006	Contractor, CPT, TCT and community member	November, 2006, work progressing
Sewerages construction	May, 2006	Contractor, CPT, TCT and community member	December, 2006, work progressing
Garbage collection centre	November, 2006	Contractor, CPT, TCT and community member	Not yet implemented, to start in May, 2007
Public toilet construction	January, 2006	Contractor, CPT, TCT and community member	Not yet implemented, to start in July, 2007

Source: Field Survey 2006

4.2.2 Inputs

Both human and non human resources were used where the community members provided the human resource through labor force and the municipal provided the technical team while under non-human resources the community and the other development partners/stakeholders provided money, time and construction materials that were injected in the implementation of the project.

4.3 Staffing pattern

The project composes a team of committees which include technical team and community planning team. These two committees are overseer of the project implementation. However local contractor and community members are employed to execute the activities.

4.4 Budgets

The project has a total budget of Tsh 617,459,606 , the sources of meeting this budget were obtained by contribution from the community, Municipal and the donor, where 5% was contributed by the community and the another 5% by the Municipal where the remaining 90% was contributed by the donor .

Table 13 Budget for the project

Activity	Cost(Tsh)
Road and foot path	221,566,663
Drainage system	264,124,663
Garbage collection centre	7,575,000
Public toilet	31,940,640
Street lights	80,252,640
Other minor activities	12,000,000
Total	617,459,606

Note: This budget will be contributed by three groups; The World Bank will contribute 90%, community 5% and Ilala Municipal 5%.

4.5 Project Implementation

The project implementation involved preparatory stage; in this stage the owners of houses which are affected by the project were compensated.

Activities are implemented in phases, where first phase it involved the roads construction and upgrading, 25 Km of gravel footpaths, 0.66 Km of two- way gravel roads, 1.73 km of one-way gravel roads, 5.64 Km of road side drains, 1.25 Km of major secondary drains, both road and drainage were done, it was expected to last for seven months. The second stage it involved construction of garbage collection centers where five centers were to be constructed in different location, this work was expected to be

finished in the period of one month and last phase is the building of three public toilets, this activity was expected to end after one month (see the implementation plan GANTT chart in appendix).

CHAPTER FIVE: MONITORING, EVALUATION AND SUSTAINABILITY

This chapter presents the measures of project progress combined with the accountability of different parts involved in project implementation, and it looks at the project sustainability. It also describes the role of each stakeholder in monitoring and evaluation in order to keep track so that the project realizes the objective and good use of resources.

5.1 Monitoring

Monitoring is a surveillance system, used by those responsible for a project to see that everything goes as nearly as possible according to plan, and that resources are not wasted. Monitoring provides managers with information needed to analyze the current situation, identify problems and find solutions, discover trends and patterns, keep project activities on schedule, measure progress towards objectives, formulate/revise future goals and objectives, and make decisions about human, financial, and material resources (CEDPA, 1994:52).

It was important to conduct monitoring in order to ensure that the different activities and that appropriate strategies and sequences of action are followed, thus monitoring was conducted in order to keep control if the project was on the right track, which enabled the committees to make good decision. It also helped the committees to understand if human resources and other non-human resources were available as anticipated and was used efficiently during project implementation.

During monitoring the following indicators were employed:

Effectiveness indicators, under this section, question like did the project start on time? Also monitoring is done at each stage of the project to see whether each activity is implemented as per the plan . Another question is on the adherence on measurement.

Efficiency indicators, which were determined in the following ways:

- comparing actual costs with those budgeted for specific activities, and
- comparing actual costs with those incurred by analogous projects.

Impact indicators, this was determined by linking the specific activities of the project to the variations in the related indicators in the project.

5.1.1 Monitoring Plan

This section gives in detail the monitoring plan where the following elements were looked at: work plan activities, cost and expenditures, staffing and project supervision, commodity and results. All of these have been summarized on the table shown below:

Table 14: Monitoring Plan

Categories of information	What will be monitored	Records to be taken	Who will collect data	Who uses the information	How to use information	What decision made
Work plan activities	-The starts on the agreed time. -Each activity does it finish on the agreed time	Date when the construction started and the finishing date of the activities	Community committee, technical team and the coordinator.	The community committee and the technical team	The information enabled the team to ensure that all the required resources are available	Rescheduling of activities and resources relocation
Cost and expenditure	The budget vs. expense fund collection	-expense ledger by activities. -receipt Bank transactions	The community committee	The committee, municipal, the donor, project coordinator	Make sure that fund are available and used as per program	Authorize payment recheck the budget and project revision
Staff and supervision	Staffing and supervision	Attitude, knowledge and education	Committee and the technical team	Technical team and the contractor	Motivate, job/working allocation	Disciplinary action, replacement
Commodities	Materials	stock	Store keeper	The contractor, the committee, donors, and the technical team	Control store, ensure availability of material and distribution	Order materials, It gives the time for ordering and what should be left for emergency.
Results	-internal transport improved -water logging during rain period Presence of waste collection canisters	-transport problem -floods during rain	-Community committee -Technical team	Community -donors -municipal	Ensure that the objectives are realized and test the realistic of the objective Assess the project	Review the objectives, Reset the project approaches

5.1.2 Research Methods used in Monitoring

This survey was conducted by using a cross-sectional research design, with this design data were collected once. This research design was considered because it describes things as they are and also if people are unhappy with the situation with this method it will be revealed.

5.1.3 Sample size

Sample size was drawn from all stakeholders of the project. Four respondents were from the community committee, contractor involved in the work and two respondents from the technical committee.

5.1.4 Sampling techniques

The sample was obtained through simple random sampling and stratified random sampling method was used. This method was chosen because the sample was to be obtained from groups.

5.1.5 Tools/instruments used in monitoring

Interview, observation and records were employed in order to collect the information for monitoring.

5.1.6 Questions area

1. Is the community involved in the project implementation?
2. Does the project address the need on improved basic infrastructure, and removal or mitigation of environmental hazards?

3. The project timing?
4. Questions on the adherence of the specification and financial management?

5.1.7 Data Analysis and Results presentation

The results showed that the project didn't start as it was planned, the reason reported was the slow contribution of fund by the community, the situation necessitated to reschedule the implementation time instead of the project implementation to start in December, 2005 it started in June, 2006. The technical committee was looking at whether the project measurements have been adhered especially on sewerage and road construction where the following unit were checked 25 Km of gravel footpaths, 0.66 Km of two- way gravel roads, 1.73 km of one-way gravel roads, 5.64 Km of road side drains, 1.25 Km of major secondary drains and it was observed that the units were adhered.

Table 15: Monitoring Results

Monitoring Objective	Monitoring indicator	Results	Action taken
Increase the community capacity to participate in implementation and maintenance of infrastructure.	1. Number of community members who are involved in implementation process 2. Number of community members participated in fund contribution for the project implementation	It was noted that a number of community in money contribution	Sensitization of the community to participate in actual working which was done by each representative of the zone
2. Provide and improve community infrastructure; roads drainage and sewage system.	1. No floods will be experienced during rain period. 2. increased accessibility of different area in the street	The construction work was going on and improvement o drainage was observed and accessibility has improved	The work to continue
Project timing	Implementation timing	Activity were delayed to start	Community sensitization and deadline was set for each member to finish paying the contribution
Adherence on the unit specification	checked 25 Km of gravel footpaths, 0.66 Km of two- way gravel roads, 1.73 km of one-way gravel roads, 5.64 Km of road side drains, 1.25 Km	For the part that was done the unit were observed	Continuing with the work and maintain the standards
Financial management	Right spending of cash as per procedure	The cash was well managed	Continue with close monitoring of cash.

5.2 Evaluations

Evaluation was basically based on the implementation of the highlighted upgrading needs, during evaluation it was looked at whether the project objectives were addressed during the implementation, the following questions were taken as guide during the evaluation.

5.2.1 Evaluation indicators

The section summarizes the indicators that will be used in the evaluation of the project, these indicators were developed to see whether the project objectives have been met. All the three objectives were signed with more than one indicator to ensure effectiveness of the evaluation. The table below gives the objectives and the indicators that were employed during project evaluation.

Table 15: Evaluation indicators

Objectives	Indicators
1. Increase the community capacity to participate in implementation and maintenance of community infrastructure.	1. Number of community members who are involved in implementation process 2. Number of community members participated in fund contribution for the project implementation 3. Community management of the project
2. Provide and improve community infrastructure; roads drainage and sewage system.	1. No floods will be experienced during rain period. 2. Increased accessibility of different area in the street
3. Reduce the level of poverty within the community through community involvement in the project and opening room for investment	1. Increased shops and other business activities. 2. Number of community members who are involved in paid works in the project.

Source: Field Survey, 2006

5.2.2 Methodologies used to gather evaluation information

5.2.2.1 Research design

This survey was conducted by using a **cross-sectional research** design, with this design data were collected once. The design has been considered because it describes things as they are and also if people are unhappy with the situation with this method it will be revealed. The survey was based on quantitative technique. This technique is believed to yield more objective and accurate information because they are collected using a standardized method, under this, two principal methods were employed during this evaluation. The first one was some kind of fieldwork that entailed descriptive/diagnostic design. Through this methodology, the evaluator visited the project area and used questionnaires and question-and-answer methods (interviews) to solicit the community views and ideas on the project implementation. A sample questionnaire is attached as Appendix I. The second method involved library and archival investigation and gather information on the implementation of community infrastructure upgrading project.

5.2.2.2 Sampling and Sampling Techniques

The representative sample was obtained by using probability sampling specifically simple random sampling, by using this method each individual had equal chance of being chosen for participation in the evaluation. This technique was used to obtain 50 members from the community. The area under study is divided into five zones for the purpose of this project. These blocks were utilized for the sampling procedure. From each zone 10 households were randomly selected. This means that 50 representatives of 50 households are interviewed.

The household members, who were interviewed, are the one who were able to give a complete picture of the range of activities; the entire household was involved in the project implementation. It was assumed that both the head of the household, as well as his wife, in case of a male-headed household, can do this. The target population in this evaluation is defined as the local people that live in an informal settlement in Dar es Salaam. This refers to all the local people, also the ones who have difficulties to make themselves heard, a group that will often not be consulted in giving ideas, because they are difficult to reach. Nevertheless it is an important group because they have few opportunities to escape from their situation without public action.

5.2.2.3 Instrumentation and Administration

Questionnaire is the instrument that has been used for the survey and it contained both close ended and open ended questions. The questionnaires were self administered; this instrument was selected because of the constraint of resources i.e. limited time to conduct this survey and also the resource in terms of money was limited. Also observations and interviews were in some occasion used.

The survey was administered by the CED student and one of the CBO leaders who have been involved in some survey. Since the counter part had some experience in conducting survey this assisted in gathering information for evaluation easy. The questionnaires were given to the respondent and after a week were collected.

5.2.2.4 *Research questions*

1. How can participation be achieved in the implementation of the project?
2. How can one be sure that the underprivileged are involved in the project implementation as well?, these two questions were designed to responding to first objective.
3. Are the actual needs fulfilled once they are known?, the question is designed to respond to the second objective, and
4. Do the community members get employed in the project during the implementation the question is designed to respond to the last objective.

5.2.2.5 *Reliable and valid instrument (consistent and accurate results)*

Particularly in this evaluation the issue of reliability was critical. In the evaluation a lot depended upon the capacity and personality of the interviewer/ observer. In order to be sure that the interviewer/ observer performed well a set of measures were taken in order to reduce subjectivity. First, an orientation in the relevant literature and some unstructured interviews with key persons in the informal settlement was done to create a global understanding of the area. Secondly, thoughts and views were shared with more experienced interviewers/ observers. Thirdly, an experienced research assistant was used who knows the area. In order to ensure that the respondents were not distracted to an unacceptable degree they were interviewed preferably in a relatively quiet area, the questions were kept as simple as possible, the interview was as short as possible and the questions were introduced and asked in a logical order. Another issue that influenced the

reliability is the time; in order to ensure that this factor was not influencing the results, interviews and observations were carried out in the morning and evening.

It was also important to measure for validity as a valid survey is always a reliable one, but a reliable one is not always valid. In order to ensure that a survey for evaluation gives consistence and accurate results it needed the survey to be validated so as it has predictive validity, concurrent validity, and content validity and construct validity. However, the issue that influenced the validity is the low level of education of the target group; the risk that people were not able to understand the questions in a written interview was high. In order to tackle the problems regarding to validity the interviews with the local people were held orally.

Predictive validity was determined by looking at individual's ability of responding to the question through testing if they were able to read and understand the questions and the response to these questions.

Concurrent validity was done by using some experts from UDSM and their judgment was compared to the score obtained from the survey and the correlation measured concurrent validity.

Content validity was determined by the use of expert from UCLAS who assisted in proving if the items or questions accurately represent the characteristics or attitudes that they are intended to measure.

5.2.2.6 Data Analysis and Results presentation

Data were analyzed by using statistical package for social science (SPSS) and inferences such as percentages and frequency to make meaning out of the quantitative data

collected. Then interpretations have been made across community responses on the project implementation before general conclusions are made from the collected data.

Community participation in the project implementation

The data collected show that the community has been well involved in the project, about 78% of the respondent reported to have or are participating in the project implementation and only 22% were not involved in the implementation. The percentage has changed negatively from that of those who were involved in the need assessment where 82% of the respondent reported to have participated in the project needs assessment, while only 18% didn't participate.

Table 15: The participation of the respondent in implementation of the project

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	39	78.0	78.0	78.0
	No	11	22.0	22.0	100.0
	Total	50	100.0	100.0	

Source: Field Survey, 2006

Participation by contributing cash/material for the implementation

From the tables below 100% of the respondents reported to have contributed fund for the project implementation. However only 16% said that the contribution was big and 44% acknowledged that the set contribution was reasonable and 40% urged that the time frame set for the contribution was too short as a result they had to strain themselves to meet the goal.

Table 16: The respondent contribution in terms of cash/material for the project

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Yes	50	100.0	100.0	100.0

Source: Field Survey, 2006

Table 17: Participation by contributing cash/material for the implementation

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid The set contribution was big	8	16.0	16.0	16.0
The contribution set is reasonable	22	44.0	44.0	60.0
Time set for contribution was too short	20	40.0	40.0	100.0
Total	50	100.0	100.0	

Source: Field Survey, 2006

Importance of community participation in the project implementation

The respondents 100% considered community participation in the project implementation is important, and this importance was attached with creating sense of ownership of the project where 48% of the respondent supported this and 32% attached with the creation of sense of ownership, or it gives the community experience for undertaking projects and or it makes the project sustainable.

Table 18: Importance for respondent to participate in the implementation

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Yes	50	100.0	100.0	100.0

Source: Field Survey, 2006

Challenges for community to participate in the project implementation

Despite of the importance attached to the community participation there were challenges which were observed. These include time balancing and household activities and 40% of the respondents found this was the biggest challenge and lack of financial resources was also reported by 38% of the respondents to be hindering factor for the to participate fully in the project implementation and 22% reported the challenge of employed people either self or formally employed to participate physically in the project.

Table 19: Challenges for community participation

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Time balancing between household activities and project work	20	40.0	40.0	40.0
Lack of financial resources	19	38.0	38.0	78.0
For employed person it is not easy to physically participate	11	22.0	22.0	100.0
Total	50	100.0	100.0	

Source: Field Survey, 2006

Suggestion ways on positive community participation

Table 20: Suggestion ways on positive community participation

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Build the community capacity to participate	18	36.0	36.0	36.0
More people should be employed in paid works	20	40.0	40.0	76.0
More sensitization of the community to participate in project	12	24.0	24.0	100.0
Total	50	100.0	100.0	

Reduce the level of poverty within the community through community involvement in the project and opening room for investment

It has been appreciated by 68% of the respondent that the project has increased their income either through direct employment or other activities which have been enhanced by the presence of the project and reports that even the living condition has changed. However 32% of the respondents have not noted any income change as the result of the project and this group comprises the formal employed.

Table 21: Whether the project has increased income

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	34	68.0	68.0	68.0
	No	16	32.0	32.0	100.0
	Total	50	100.0	100.0	

Source: Field Survey, 2006

5.2.3 Discussion

5.2.3.1 Community participation in the project implementation

From the survey it has been shown that the community was well involved in the project, about 78% of the respondent reported to have or are participating in the project implementation and only 22% were not involved in the implementation. The percentage has changed negatively from that of those who were involved in the need assessment where 82% of the respondent reported to have participated in the project needs assessment, while only 18% didn't participate. This results show some improvement when compared to what was observed from the upgraded area of Hanna Nassif, 4

operators out of the 28 respondents to this question (17%) reported having participated in the provision of infrastructure in 1994 (ILO,1996).

5.2.3.2 Participation by contributing cash/material for the implementation

The respondents (100%) reported to have contributed fund for the project implementation. However only 16% said that the contribution was big and 44% acknowledged that the set contribution was reasonable and 40% urged that the time frame set for the contribution was too short as a result they had to strain themselves to meet the goal. Cash contribution count the large percent of community participation, the same result were seen in the Hanna Nassif project where the nature of participation, operators were fairly divided between provision of labour and cash (ILO, 1996). However during monitoring it was found that the project was delayed to start among the factors is the contribution from the community to meet the cost for the project took some time to reach the agreed target of 5% of the project cost.

The observation given by the 40% of time frame given is the major factor affecting the community participation in cost contribution for the project implementation. This slowness of the community to contribute the cost may be explained by the income of the people living in the street as majority have small income to sustain their daily living, as it is reported by World Bank Up to about 75 percent of the residents of the informal areas are unemployed or under-employed. The main source of income for the latter group is through informal activities and micro-enterprise. The slow contribution may be due to the culture and tradition developed by the majority that such all big projects are being financed by the government or donors. Because previously the government had

been the main provider of services, the World Bank sees it as the reason that led to take time for community members to see their new role; hence they were initially reluctant to participate in Hanna Nasif Project.

5.2.3.3 Importance of community participation in the project implementation

The respondents 100% considered community participation in the project implementation is important, and this importance was attached with creating sense of ownership of the project where 48% of the respondent supported this and 32% attached with the creation of sense of ownership, or it gives the community experience for undertaking projects and or it makes the project sustainable (MIT, 2003; WBM, 2003) also points out that participation of the community and enabling local people in upgrading projects, should lead to demand driven and sustainable outcomes that directly benefit the poor in an effective and economically efficient way Reasons to encourage participation differ from more ideological reasons to reasons concerned with efficiency. So it is believed that the local people should have the democratic right to co-operatively decide what is best for them. On the other hand the local community has the most knowledge about the environment they live in and should be committed to executed projects to ensure maintenance of it (MIT, 2003).

5.2.3.4 Challenges for community to participate in the project implementation

Despite of the importance attached to the community participation there were challenges which were observed these includes time balancing and household activities and 40% of the respondents found this was the biggest challenge and lack of financial resources was

also reported by 38% of the respondents to be hindering factor for them to participate fully in the project implementation and 22% reported the challenge of employed people either self or formally employed to participate physically in the project. This is what makes the difference of the people participated in needs assessment and those who participated in the project implementation. This agrees with other studies which have been carried out, (World Bank, 2002) point out that community mobilization and participation is a long process. There was therefore a need to give adequate time to address different community issues and not to assume that other members of the community shared the commitment of the CDC.

5.2.3.5 Suggestions on positive community participation in project implementation

The respondent suggested the following so that to enhance the community to participate in the community infrastructure upgrading projects, 36% suggested that there should be capacity building of the community to participate in the project, 40% suggested that more people needs to be employed in the project in paid work while 24% suggested that there is a need to do more sensitization to the community to participate in the project.

5.2.3.6 Reduce the level of poverty within the community through community involvement in the project and opening room for investment

It has been appreciated by 68% of the respondent that the project has increased their income either through direct employment or other activities which have been enhanced by the presence of the project and reports that even the living condition has changed. Income from the project was greatly appreciated as it helped them better meet their

families needs in terms of household expenditure for rent, food, medical costs, and assistance to siblings and other relatives. The result is almost similar with those which were found by ILO, 1996 where half of the respondents reported to have seen a positive effect on their business through improved accessibility to and from their area when provided with better roads and attractiveness for the clients and when the environment is clean. It is interesting to note that this answer was also given in some parts of un-upgraded Hanna Nassif and in Buguruni. For those who gave this answer in un-upgraded Hanna Nassif, they saw the upgrading works as having a positive influence due to the fact that they became more visible and accessible for clients. However 32% of the respondents have not noted any income change as the result of the project and this group comprises the formal employed people in the community. These results aggress with the findings that were observed by ILO 1996 where it was found that the project had negative impact on their business as they found their surroundings to be not conducive, attractive nor accessible. Conversely, some persons in upgraded Hanna Nassif were also of the same opinion, because they were not benefiting directly from the upgraded infrastructure or because they were not satisfied with the conditions within their premises.

5.3 Sustainability

The concept of sustainability is closely linked with monitoring and evaluation, a development project is sustainable when it is able to deliver an appropriate level of benefits for extended period of time after major financial, managerial and technical support from external part is ended.

5.3.1 Project sustainability

The study of the project sustainability was done by looking at the community participation from the project planning through implementation. The community participation in the project implementation has been taken as a way of ensuring the sustainability of the project. World Bank points that a major argument for increased community participation is that this creates a better chance of adequate maintenance and sustainability in the future. The community was well involved in the project from planning to the implementation this situation is hoped that it will impart the knowledge and techniques in making the project sustainable.

5.3.2 Financial sustainability

The project is highly capital intensive and even the maintenance of the infrastructure requires money, thus some of the projects are developed in away that will lead to income generating i.e. the garbage and public toilets and the built culture of community contributing for their own development will enable sustainability of the project, however the income generated will not handle sometimes the demanded fund for maintenance, thus the municipal needs to allocate funds to the local bodies to ensure sustainability.

5.3.3 Institutional sustainability

The development of routine and periodic maintenance programs is also required. Involving the communities in the implementation has imparted some skills but to place all maintenance responsibilities on such communities, without resources or the financial and technical “know-how” is not a long-term solution. Agencies charged with such

responsibilities should be held accountable and continuing assisting the committee to ensure sustainability of the project.

5.3.4 Political sustainability

The community and political leaders have fully participated in the project since planning up to the implementation; despite of diversity in political ideology all the community members were actively involved in the project. Moreover, planning team is well coordinated by the municipal authority, and the project itself is in line with government policies and poverty reduction strategy.

5.3.5 Social elements of sustainability

The project social sustainability depends on the compliance of community norms and values. However the community participation in the project indicated that the project is in line with the community tradition values hence social sustainability of the project.

CHAPTER SIX: CONCLUSIONS AND RECOMMENDATIONS

This chapter gives a summary of the study, where it gives the challenges and suggestions on the way through which community can be involved better in community infrastructure upgrading.

6.1 Conclusions

The concept of community participation is now well understood and has been adopted for all recent upgrading schemes. An example of what communities are prepared, and can do, has been demonstrated in the Mnyamani project. Further, the project has been focusing on capacity building at the community level in order to assist communities to plan, implement and manage sustainable environmental programs. The broad acceptance of and increasing capacity for involving communities is likely to be a positive factor in efforts toward bringing upgrading initiatives to scale. Participation of the community and enabling local people in upgrading projects, should lead to demand driven and sustainable outcomes that directly benefit the poor in an effective and economically efficient way. So people in informal settlement should have the democratic right to co-operatively decide what is best for them. On the other hand the community has the most knowledge about the environment they live in and should be committed to executed projects to ensure maintenance of it. Despite of the importance attached to the community participation there still a need to come up with a better ways by which the community will be in a position to participate better in the community infrastructure upgrading.

Challenges Observed

- When working with CBOs conflicts are inevitable because of vested interests among partners or members of the community.
- Community contribution – Community members show willingness to pay but in reality they do not honor their pledges.
- Infrastructure upgrading is Capital intensive and it require external inputs which you have no control.
- Delay in implementing the project by one partner affects implementation plans of others hence may require more money or time.

6. 2 Recommendations

- When community participation in the project is to be made effective, there is necessity of not considering the community as homogeneous, there is high need to consider the diversity of people in the community, and develop a good approach that will make every member of the community participate.
- Community mobilization and participation is a long process. There is need therefore to give adequate time to address different community issues and sensitizing and training the community on the importance of participation, not to assume that all members of the community gives the same importance and shared the commitment.
- When agreeing on the time frame for the community to contribute the projects cost, the income of the community should be put into account.

- There is a need to increase the number of community member to be involved in the paid work in the project as this will not only establish a demand-driven program to ensure a sense of commitment and ownership but also to overcome distrust and serve as motivation

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