

**THE RELATIONSHIP BETWEEN GOVERNMENT AND NGO's IN  
FOREIGN AID MANAGEMENT A CASE OF NGOs WORKING IN  
HEALTH AND AGRICULTURE**

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**A DISSERTATION SUBMITTED IN PARTIAL FULFILLMENT OF THE  
REQUIREMENTS FOR THE DEGREE OF MASTER OF ARTS IN  
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**CERTIFICATION**

The undersigned certifies that he has read and hereby recommends for acceptance by The Open University of Tanzania in collaboration with The University of Fernando Pessoa-Portugal a research dissertation titled: ***“The relationship between government and NGO’s in Foreign Aid Management: A case of NGOs working in health and agriculture ”*** in partial fulfillment of the requirements for the award of Master of Arts in International Cooperation and Development Degree (MAICD) of The University Fernando Pessoa, Portugal.

.....  
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(Supervisor)

.....  
Date

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## DECLARATION

I, **Jestina Japhet Kimbesa**, do hereby declare that this research is my own original work and that it has not been presented and will not be presented to any other University for similar or any other degree award.

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Signature

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Date

**DEDICATION**

To my family Mr. & Mrs. Japhet A. Kimbesa, my previous boss Mr. Vel Gnanendran ó Head of DFID Tanzania (2014 - 2017), my friend Yisambi Mwanshemele, my brother Pascal Ntunda and my office supervisor Kristi Schober (USAID Tanzania).

## **ACKNOWLEDMENT**

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## **ABSTRACT**

There have been increased channeling of foreign aid through NGOs based on the evidence that NGOs provide more effective targeted aid given their closer proximity to the grassroots, and that their interventions are resistant from mutilations by a business or political interests. In several countries, NGOs are weak or play more of an oppositional rather than an operational role, and governments are highly suspicious of them (Clark, 1993). The study examined the relationship between the government and Nonógovernment organizations in foreign aid management in Tanzania. A Cross-sectional study which employed a qualitative approach was adopted; data were collected from 60 respondents were selected: 29 from government and 31 from NGOs in agriculture and health sectors through interview and questionnaire; and document review. Content analysis was applied to analyze the data whereby a large amount of text was summarized into key results, assessed and examined against research questions and study objectives. Findings reveal that 47% of the respondents said that NGOs are very important to the government, and the majority 88% from both sectors confirmed to have received support from the NGOs. In the average majority (57%) of the respondents were involved in project designing, planning, implementation, and monitoring. Most (75%) of the respondents admitted that there is a very good relationship between NGOs and the Government of Tanzania. The study concluded that there is a strong relationship between NGOs and the Government of Tanzania. Commitments, financial resources, human resources, and equipment were the factors that determine the collaboration between the Government and NGOs. Other chief factor facilitating the government and NGOs collaboration includes; project design, planning, implementation, and monitoring.

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## LIST OF ABBREVIATIONS

AKRSP	Aga Khan Rural Support Program
BOP	Balance of payments
DAC	Development Assistance Committee
GBS	General Budget Support
GDP	Gross Domestic Product
IMF	International Monetary Fund
JUST	Joint Assistance strategy for Tanzania
NGOs	Non-governmental Organizations
NIE	New Institutional Economics
ODA	Official development assistance
ODI	Development Institute
OECD	Organization for Economic Cooperation and Development
SBS	Sector Budget Support
TA	Technical Assistance
UK	United Kingdom
UN	United Nations
US	United States
WB	World Bank

## **CHAPTER ONE**

### **INTRODUCTION AND BACKGROUND OF THE STUDY**

#### **1.1 Introduction**

The introduction chapter covers operation definitions of key terms used, the background of the study, the statement of the problem, general objective, the particular targets, research questions, the criticalness of the investigation and the restriction and delimitation of the study. It also briefly discusses the Non-government Organizations (NGOs) and their role in development (foreign aid implementation).

#### **1.2 Background of the Study**

Foreign aid has been on the worldwide scene since the origin of national states and republics. The rich nations have consistently helped the underdeveloped and developing countries to accomplish comparable deeds to provide livelihoods for their people. The historical background of foreign aid can be stepped back to the 1940s after the Second World War obliteration that occurred in Europe (Eyben, 2004). A portion of the post Second World War challenges were the crumple international economic systems characterized by a shortage of capital required for infrastructure reconstruction. Foreign aid is a voluntary activity, which is reliant on the beneficiary nation from a giving nation, governments, private associations, people, which are for providing support to the recipientsøeconomic growth (Eyben, 2004). In developing countries, aid plays an essential role as another method for money at a normal of 12.5% of the GDP and a wellspring of external income (Pallage and Robe, 2001). Foreign aid is intended to meet one of the accompanying development targets in the



poor nations; first is to fortify monetary development, second to help poor nations government give essential needs, for example, wellbeing, water and food to its people; third to provide capacity to recipient government officials and local organizations/civil societies through technical assistance and forth. Provision of basic services, and furthermore to fortify the environmental and political systems; foreign aid is used to assist countries to cope with natural or human-made catastrophes by providing relief operations or humanitarian assistance (Eyben, 2004). For the instance of Tanzania, amid its initial five post-autonomy years (1961-1966) foreign and nearby private investments were relied upon to bring about the economic growth, development, and improvement (Wangwe, 1997). At the point when the standard foreign aid did not emerge, the Arusha Declaration (1967) was graphed with an accentuation on confidence; it was visualized that foreign aid would be activated and used to fabricate the required limit with regards to independence (Wangwe, 1997). However, the aims of the Arusha Declaration to make Tanzania independent were not understood. Wangwe thought that the inability to accomplish this objective is to a great extent credited to the way that the execution of the Arusha Declaration was not joined by unequivocal monetary arrangements to guide the economy in the coveted economy (Wangwe, 1997). The basic Industry strategy (1974) that emphasized the achievement of structural change and closed the ensuing investment-saving gap and foreign exchange gap. The early centralization of help in venture ventures was steady with the prerequisite of such an ambitious speculation program.

Regarding the overview and trends of Foreign Aid in Tanzania, the country with an estimated population of about 54 million people (2015) and as per Human Development Index; Tanzania ranks among the most deprived 15 countries on the planet. Its political stability has provided a solid foundation for its growth and raised profile in the region. Tanzania has a GDP per capita of about \$864.86 in 2015, \$44.9 billion Gross domestic product, and life expectancy of 64.94 years in 2014 (World Bank, 2016).

Over the past decades, Tanzania has achieved the GDP growth of about 7% per annum (IMF, 2009) and attracted approximately \$2 billion foreign direct investment in 2014 alone. Despite the impressive GDP growth, the attainment of MDGs goals was uneven, Tanzania fulfilled the goals related to HIV/AIDS, primary school enrolment and infant and under-five mortality, but a continuous effort is needed to enhance maternal wellbeing, defeat extreme poverty and hunger and guarantee economical manageability. Poverty is mostly dominant in rural areas, and approximately 28% of the population still lives below the poverty line. To provide essential services, Tanzania depends heavily on bilateral and multilateral sources of development aid (Wangwe, 1997).

Tanzania is one of the largest recipients in Africa of multilateral and bilateral aid, receiving US\$26.85 billion in assistance between 1990 and 2010. It is the largest aid recipient in sub-Saharan Africa (SSA) after Ethiopia. It is regarded as one of the donor 'darlings' along with Uganda, Mozambique, and Ghana (Harrison, 2001), and has been rewarded with incentive aid because it has followed through with structural

adjustment policies prescribed by international financial institutions. Foreign aid flow in Tanzania has been influenced mainly by the usual trepidations of the international community; this is evidenced by what was considered to be the four phases of aid flow to Tanzania. The first phase was of the 1960s to mid-1980s that were paralleled by Tanzania's improvement procedures explained in the Arusha Declaration. The Arusha Declaration had four fundamentals; communism, independence, rustic development, and economic growth. Communism inferred reasonableness, the arrangement of essential needs, and state responsibility for real methods for creation. Sovereignty implied a decrease of reliance on outer help and nearby control of national assets. Country development inferred enhancing living conditions in the rustic territories. The Arusha Declaration systems pulled in widely two-sided and multilateral donor support, amid this period yearly ODA expanded thirteen times from \$51 million in 1970 to \$650 million out of 1980. Amid this phase, the degree of local autonomy and sovereignty was at the peak that aid had been given without raising questions of domestic policy (Cornia *et al.*, 1992).

The second phase was somewhere in the range of 1980 and 1985 ó the period of threatened erosion of autonomy and sovereignty, whereby people started questioning the domestic policy. It is the point at which the government of Tanzania went into a disagreement with the WB/IMF over the monetary change and advancement accomplices' distrust with NESP and SAP and the consequent withholding of help. During this period, ODA sums dropped from \$700 million out in 1982 to \$ 487 million in 1985 (Messkoub, 1996). The third phase - also referred as the aid adjustment phase happened during 1986 to 1992, the government of Tanzania and

the WB/IMF came on consensus on the market-oriented reform and the development partners increased the aid from \$670 million in 1986 to \$1,345 million in 1992. The fourth phase was considered as the development partners fatigue phase, whereas the ODA dropped gradually from \$ 1,345 million to \$895 in 1992 and 1994, respectively. It was the period of struggle to regain ownership and leadership of the development agenda through negotiations with development partners and internally through the amalgamation of democracy and improved governance. Additionally, during this phase, donors had provided more conditional aid. Not only the proportions of aid changed with time but also the composition of aid changed basically (Mwakikagile, 2006).

In the 1970s, project aid was a more preferred form of aid that had dependably on the Harrod - Domar model of growth which emphasize capital investment as a significant source of growth. Later in the mid-1980s, there was a move, and more accentuation was put on program aid from project aid. The developing parity of installments issues and the declining usage of existed limit in the industry and different segments; low allotments to the repetitive consumption in the government spending that obliged conveyance of government provoked this move. Thus this change included the step towards financing all the more expressly the undertaking types of the government's repetitive spending plan. In 1997 after the WB affirmed its first auxiliary alteration credit, Tanzania started to get expanding measures of direct support for planned government expenditures. Also, after the Joint Assistance Strategy for Tanzania (JAST), the direct budget support expanded further, and as several development partners signed onto it. Progressively budget support increased

for around 2.5 percent of GDP; meanwhile, the project support declined by 0.5 percent (Scott, 1998).

Since its independence from the British in 1961, aid has been at the focal point of Tanzania's triumphs and well as failures. Tanzania was thought to be the dear of the International community; between the year 1962 and 1983, Tanzania was one of the most elevated beneficiaries of foreign aid on the planet. A great extent of this aid was reciprocal and originated from the European countries ó particularly from the Nordic nations (Edwards, 2012). The multilateral institutions, and specifically the World Bank, likewise contributed huge volumes of assets to the nation's initial development exertion. However, the aid landscape has changed as of late with official development funds declining rapidly. Net ODA as a level of gross national wage has declined, sinking from 44 percent in 2004-05 to 19 percent in 2013-14 (World Bank, 2016).

At the point when NGOs started drawing in consideration amid the late 1980s, they appealed to different various development communities for multiple reasons (Cerne, 1988). For some Western donors, who had turned out to be baffled with the regularly bureaucratic and inadequate government-to-government, project/program aid then in vogue, NGOs gave an option and more adaptable subsidizing channel, which conceivably offered a higher possibility of nearby level execution and grassroots interest. For instance, Cerne (1988) contended that NGOs typified a theory that perceives the centrality of individuals in development policies, and that this, alongside some different components, gave them certain 'similar favorable circumstances' over the government and public sector. NGOs were viewed as

cultivating local participation, since they are all the more privately established associations, and along these lines nearer to underestimated communities than most authorities are. Destitute individuals were frequently found to have been avoided by existing public services since numerous government institutions confronted asset deficiencies.

Numerous (OECD 1988, Elliott 1987, Fernandez 1987, Garilao 1987) likewise asserted that NGOs were by and large working at a lower cost, because of their utilization of intentional network input. At long last, NGOs were viewed as having the degree to analyze and enhance with elective thoughts and approaches to development (Bratton 1988 and 1990). A few NGOs were additionally observed as bringing an arrangement of new and dynamic development agendas of interest, gender, environment and empowerment that were starting to catch the creative energy of many development activists at the time.

NGOs have turned out to be key actors in responding to local community needs and poverty alleviation (Clark 1991). In developing and developing countries, NGOs assume a critical role in providing communities with essential services such as health and education. This non-profit sector keeps on proliferating in Africa and around the globe (Hulme and Edwards 1992). In many countries the NGOs concentrates on operating their projects (Fowler 1992, Bratton 1988 and 1990), improving the situation in micro-regions but doing little to bring its experience to bear on the government's service delivery or policymaking. These projects are laudable, and they are worth to the communities served should not be ignored. A sizeable non-profit

sector which also interacts with the public and private sector can achieve a significant multiplier effect on its efforts (Bratton 1988 and 1990).

### **1.3 Statement of a Problem**

In recent decades, there has been increased involvement of non-state agencies such as secular Non-Governmental Organizations (NGOs) in development approaches. As indicated by the World Bank (2010), donor-funded projects are vital for national development in developing countries. There have been increased channeling foreign funds through NGOs based on the evidence that NGOs provide more effective targeted aid given their closer proximity to the grassroots, and that their interventions are resistant from mutilations by a business or political interests. This intercedes through their participatory and bottom-up development approach, which guarantees that their projects reflect local context settings, the need, and realities.

However, there is an emerging concern among scholars with respect to the risk for NGOs to forget their grassroots origin as they struggle to maintain robust relationships with the donors (Drabek, 1987). Over the last two decades, institutional imperatives of organizational survival and growth have influenced changes in NGOs culture towards the interests of the donors instead of development principles. A few studies have revealed that NGOs are continually redefining their objectives and goals, and which triggers the change of the relationship with the beneficiary government and donors. This shift means that NGOs are forced to be biased to the interests of the influential donors rather than the host governments in the recipient countries. As a result, cases of shrinking or complete disappearance of locally and

nationally key sectors including agriculture as a result of biases of NGOs interventions as they struggle to fulfill the donor preferences have been reported in Malawi and other African countries (Tvedt 2006).

The relationship between the beneficiary government and NGOs is probably a fundamental issue in the development process because it creates an opportunity for each group to be able to understand the other and especially how they can make use of group dynamics to their advantage over the other. This work will study this relationship bringing out its pros and cons, especially about development work in Tanzania. It will also bring to the surface, issues which have been hindering a better understanding between these organizations, their existing underlying tensions which have dilemmas for both government and organizations. Recommendations as to how a better and more comprehensive relationship can be developed and nurtured by the parties involved for the benefit of all will also be presented.

Moreover, not much research has been done in this domain to make outstanding declarations about the actual effect of government-NGOs relationship or partnership on the work done within the communities. But there is beginning to be some interest in this aspect in the spectrum of aid and some research and debates about this are also coming up. This study will, therefore, pave a way to a further demonstration of the kind of relationship in practice between the Government and NGO's in Tanzania, and its related effect on aid effectiveness and sustainability if any at all.



## **1.4 Objective of the Study**

### **1.4.1 General Objectives**

The overall objective is to study the relationship between the government and Non ó government organizations in managing donor-funded projects in Tanzania.

### **1.4.2 Specific Objective**

- (i) To assess the involvement of the government in designing, planning, implementing, and monitoring of donor-funded projects in the health and agriculture sectors.
- (ii) To identify the factors that determine the relationships between the government and Non ó government Organizations in managing donor funded projects.

## **1.5 Research Questions**

- (i) To what extent is the government involved in designing, planning, implementing, and monitoring of donor-funded projects in the health and agriculture sector?
- (ii) What are the factors that determine the relationships between the government and Non ó government Organizations in managing donor-funded projects?

## **1.6 Significance of the Study**

The study is of practical interest in the field of international development cooperation as it will give an overview of the ongoing efforts by the government of Tanzania at promoting good aid relationship. It will reveal more insight into the sort of relationship that has been existing for decades between the government and the

NGOs, bringing out their positive aspects and shortcomings which have had different effects to the development stride taken in Tanzania and which could probably lead to its failure or failure in achieving its set targets. This work will also enable government and NGOs alike through the analysis done and proposals set forth, to develop new methods of communication and modus operandi when it comes to policy formulation directed or aimed at producing positive results from projects implemented which will serve as an indication of aid success.

Furthermore, it will act as a great boost to development as a whole because it will serve as additional knowledge. It will also assist in bringing about a change in actions, and perhaps more research in this area, all of which presumably would bring about something new and evolutionary which will lead to new and better initiatives or alternatives, with the result being sustainable development in Tanzania.

### **1.7 Operational definitions of key terms used**

*Non-government Organizations:* Is any non-profit, voluntary citizens' group which is organized on a local, national, or international level.

*Foreign aid:* Foreign aid or foreign assistance alludes to help provided to countries in case of a humanitarian crisis or emergency or to achieve a socio-economic objective.

*Project Aid:* Project Aid is when funds are diverted directly to intercessions in various sectors, for example, healthcare, water, education, agriculture energy and rural development such as energy, infrastructure, housing/human settlement, etc.

*Program aid:* Is financial assistance not linked to specific activities, commonly known as General Budget Support (GBS) funds injected into the general budget of the recipient government's annual budget and is not earmarked into the specific sector or portfolio.

*Technical Assistance (TA):* Is the provision of skills, knowledge know-how, and advice.

*Humanitarian Aid or Emergency Aid:* The definition of humanitarian aid is defined according to its purpose, that is, ~~to~~ to save lives, alleviate suffering and enable those suffering to maintain or retain their human dignity during and in the aftermath of natural disasters and human-made crisis.

*Foreign aid relationship:* This is the mutual responsibility between the recipient government and the development partners.

*Theoretical Review:* The theoretical literature review that helps to establish what theories already exist, the relationships between them, to what degree the existing theories have been investigated, and to develop new hypotheses to be tested.

## **1.8 Organization of the Study**

The organization of this study contains six chapters. The first chapter is focused on the introduction which includes a description of the background of the study, statement of the problem, the establishment of research objectives and research questions, significance of the research and the organization of the study. Chapter two presents literature review which covers conceptual definitions of essential terms of the study, theoretical and empirical literature review and establishing the existing research gap and the conceptual framework which provides an overview of the

primary constructs used in the study which are nature of the relations and the determinants. Chapter three presents the research materials and methodology, research design, research variables, research design and approach/strategy, research timeline and ethics, the study area, population and sample size, sampling and selection of respondents, methods and technique, data collection methods, techniques and instruments, data analysis plan and ethical clearance. Chapter four provides the interpretation of results and discussion. Chapter five exhausts review in-depth on the government ó NGOs relationship in foreign and management in Tanzania and chapter six presents the researcher's conclusion and recommendations.

## **CHAPTER TWO**

### **LITERATURE REVIEW**

#### **2.1 Introduction**

The chapter analyses different kinds of literature to see what different scholars said on the same subject matter of foreign aid, foreign aid management; and the issues mattering to foreign aid management for Government-NGOs relationship being productive. The chapter divided into different parts such as; key concepts definition and types of foreign aid; the origin of foreign aid, the overview and of foreign aid in Tanzania, empirical discussion on foreign aid management and the government and the non-governmental organization relationship in managing aid; and the research gap.

#### **2.2 Conceptual Definitions**

The study had adopted the following working definitions of key concepts and terminologies used in Foreign Aid and Foreign and management for the audience to get a clear understanding.

##### **Foreign Aid**

Foreign aid or foreign assistance alludes to help provided to countries in case of a humanitarian crisis or emergency or to achieve a socio-economic objective. The development assistance committee (DAC) of the organization for economic cooperation and development (OECD) had defined foreign aid as the sums of grants that are forwarded to recipient countries to promote economic growth in the recipient

country). Foreign aid can be unilateral; a direct transfer of resources by the development partner's government directly to non-governmental organization or entity, bilateral aid given by one donor government (to directly another recipient government (this is commonly used). Likwelile S *et al.*, (1994) defined foreign aid as *'all transfers from abroad that have a grant element that can be in the form of a soft loan, grants, and technical assistance.'* They said that foreign aid might be administered either bilateral, government to government or on either by multilateral. Multilateral aid is provided through international institutions such as the International Monetary Fund, the World Bank, and the various United Nations agencies. Steve Redelet (2006) argued that the standard definition of foreign aid comes from the Development Assistance Committee (DAC) of the Organization for Economic Cooperation and Development (OECD) which defines foreign aid as *'financial flows that are provided as grants or subsidized loans, technical assistance and commodities with main objective to promote economic development of the recipient country.'* Hence, foreign aid can be defined as any assistance that is given by one country (developed) to another country (poor) to promote economic development or assist in the humanitarian crisis; and can be provided in the form of financial, material or technical support.

### **Project Aid**

Project Aid is when funds are diverted directly to interventions in various sectors, for example, healthcare, water, education, agriculture energy and rural development such as energy, infrastructure, housing/human settlement, etc. Many foreign aid-funded projects aimed at achieving specific results by providing necessary resources

required like skills, technology, and systems that the receiving countries need. However, it has been noted that project aid has been declining from the mid-1990s.

### **Program Aid**

Program aid is financial assistance not linked to specific activities, commonly known as General Budget Support (GBS) funds injected into the general budget of the recipient government's annual budget and is not earmarked into specific sector or portfolio; if are injected into a specific sector and earmarked only for that particular sector expenditure is called Sector Budget Support (SBS). Under the GBS development partners inject funds to the overall recipient fiscal year budget to assist the implementation of development projects and provision of basic services.

### **Technical Assistance**

Technical Assistance (TA) includes the provision of skills, knowledge know-how, and advice. For a long time, technical assistance has likewise been given in the type of training staff to provide them with the necessary skills and knowledge in developing countries. Furthermore, more specialized trainers have continually performed skills training functions to meet their needs and to achieve their immediate objectives. For example, the London-based Overseas Development Institute (ODI) has been running its fellowship scheme for graduate economists and placing them in key ministries in developing countries. Despite this positive impact of TA, there have been several problems associated with it. Some of these problems include high costs of providing the TA (especially the consultancy costs).me of these problems include high costs of providing the TA (especially the consultancy costs).

For a long time, technical assistance has likewise been given in the type of training staff to provide them with the necessary skills and knowledge in developing countries.

### **Humanitarian Aid or Emergency Aid**

The definition of humanitarian aid is defined according to its purpose, that is, ~~to~~ to save lives, alleviate suffering and enable those suffering to maintain or retain their human dignity during and in the aftermath of natural disasters and man-made crisis~~es~~. Humanitarian aid has been successful in most cases in achieving its tangible outcomes such as saving lives, providing food to the hungry; healthcare and medicines to those vulnerable to acute disease in emergencies; and water, sanitation, and shelter to those whose homes have been destroyed. However, the sustained internal conflicts in war-prone areas reduce resources to meet development objectives as more resources are directed to meet humanitarian needs.

### **Foreign aid Relationship**

Foreign aid relationship is the mutual responsibility between the recipient government and the development partners; nowadays they refer it as a partnership, which is described that two actors join efforts to working to accomplish a common goal for the benefit of both. There is indeed a causal link between aid relationship and aid effectiveness. For many years mostly in African countries, aid relationship had been unequal, development partners taking a driver~~s~~ seat while the recipient government remained passive. This type of relationship had contributed to misunderstanding, resentment, and quite often conflict between the partners.



Furthermore, the interesting effect of this type of relationship is its implications for the ownership of the development programs. Once the recipient government becomes consistently silent and deficient, then the development partners dominate the planning, design, and, implementation of the development program; in the process, the local goals and priorities are marginalized. This has undermined local ownership in aid management and detrained aid relationship.

### **Non - Governmental Organizations – NGOs**

An NGO is a voluntary grouping of individuals or organizations which is autonomous and not-for-profit sharing; organized locally at the grassroots level, nationally or internationally. The primary purpose is to enhance the legitimate economic, social and cultural development or lobbying or advocacy on issues of public interest or interest of a group of individuals or organizationsö (Vice President's Office 2001).

### **2.3 The Emergence of CSOs and NGOs in Tanzania**

Responding to a series of economic shocks, Tanzania signed agreements with the World Bank and the International Monetary Fund to adopt structural adjustment programs in the 1980s and early 1990s. Conditions of these agreements included control of money supply, devaluation of currency, and reduction of government expenditures for social services among other sweeping changes. As a result, the role for civil society in development and service delivery expanded dramatically, and the number of registered NGOs in Tanzania went up from only seventeen in 1978 to 813 organizations by 1994 Kiondo, (1993). Subsequent transformations in donor funding

strategies during the late 1990s encouraged further growth of the sector, as donors increasingly began to channel aid funds through international and locally-based NGOs, which were considered to be more efficient, less corrupt and to operate closer to the poor than government bureaucracies. NGOs became more active in filling gaps as the government retreated from its front-line service role due to severe budgetary restrictions. As people realized the willingness of donors to give direct support to NGOs and community-based organizations (CBOs), the number of organizations exploded, Lange *et al.*, (2000).

Following an extensive process of stakeholders' consultations beginning in 1996, the NGO Policy of 2000 was formulated to establish a legislative framework to allow NGOs to operate effectively. The policy steering committee (made up of representatives of academia; government; local, national and international NGOs; community-based organizations and religious institutions) sought to address confusion in NGO registration and the conflicting definitions of an NGO. It also recognized that numerous conflicting laws faced any group seeking to form an NGO. The policy estimated that 2,000 local and international NGOs were operational in Tanzania, but other studies have found that many organizations practice on a part-time basis, exist in name and proposal only, or work in a minimal capacity Michael (2004) and Mercer (2003). Despite representing a critical advance in government, donor and NGO relations, many provisions of the NGO Policy and the Tanzania Non-Governmental Organizations Act of 2002 remain unclear and vague and are currently undergoing a lengthy process of revision.

## 2.4 Theoretical Review

A few writers contend that there is a lack of hypothetical analyses of the nature of NGOs-government relationships Hulme and Edwards (1997); Brinkerhoff (2002a); Lewis and Opuku-Mensah (2006). For instance, Brinkerhoff (2002a) claim that, although governments' relationships with non-profit organizations have been examined from many angles, no comprehensive theory exists to explain and describe these relationships. Lewis and Opuku-Mensah (2006) argue that there is an excessive emphasis on technical and normative studies that are rich in detail but lacking both in contextualization and theorization. Similarly, Hulme and Edwards (1997) contend that there is a lack of theoretical contribution to understanding relationships between NGOs, Governments, and donors. In spite of these claims, there are numerous theoretical explanations of specific issues related to NGOs-government relationships from a variety of disciplinary perspectives.

Some of the theories mentioned in the empirical studies are briefly - outlined below; each of these theories contributes to different perspectives, characteristics, and dimensions of NGOs-government relationships, i.e. *principal-agent theory and social capital*.

### **Principal-agent theory**

The Principal-agent theory explains how to organize the best relationships in which one party (the principal) determines the work, which another party (the agent) undertakes. The central dilemma investigated by principal-agent theorists is how to get the employee or contractor (agent) to act in the best interests of the principal (the

employer, government or citizen) when the employee or contractor has an informational advantage over and has different interests from the principal. The theory argues that under conditions of incomplete information and uncertainty, two agency problems arise: “adverse selection” and “moral hazard.” Adverse selection is the condition under which the principal cannot ascertain if the agent can do the work for which he is being paid. Moral hazard is the condition under which the principal cannot be sure if the agent has put forth a maximal effort. This theoretical framework has been widely applied in the examination of contractual relationships in the market, and also between government and firms or large, formal organizations.

Sansom (2006) used “principal-agent” theory to describe the types of engagement between government and non-government service providers in the water and sanitation sectors. He explains that government agencies, acting as principal, can structure their relationship with large private water utilities, as an agent, through a well-designed contract and effective management. However, in the case of a government agency acting as the principal over informal water providers as agents, there is much less capacity for control.

Principal-agency theory, along with theories of social capital was central in the initial proposal of the research study titled “*Who’s Public Action?*” aside from the brief description that Sansom (2006) used to explain aspects of regulation in the water sector, the other articles by Batley (2006).

### **Social capital theory**

Theories of social capital are used to help explain different dynamics within NGOs-

Government relationships. For examples, Evans (1996) used to social capital to describe the relationships between government and non-profit sectors as having characteristics of synergy and being composed of two integral parts:

*complementarity and embeddedness*, complementarity is the conventional way of conceptualizing mutually supportive relations between public and private actors.

Embeddedness implies that the networks of trusts and collaboration that are created span the public/private boundary and bind Government and civil society together.

Bourdieu and Wacquant (1992) explain the view of social capital as the sum of the resources, actual or virtual, that accrue to an individual or a group. He added that social capital possesses a durable network of more or less institutionalized relationships of mutual acquaintance and recognition. Levels of social capital, according to Bourdieu and Wacquant, are interrelated with other forms of money: economic, cultural, symbolic, and linguistic.

Although the concept of social capital is strongly linked to the importance of networks, coalitions, and alliances of individuals within NGOs and government agencies; the critical issues in NGOs-government relationships go into further detail on the importance of networks, coalitions, and partnerships, it should be mentioned that the majority of literature relevant to NGOs-government relationships argues that all NGOs are affiliated with wider networks that directly and indirectly influence their relationships with government agencies.

## **2.5 Empirical Review**

This section analyses the empirical studies to shed some light on the non-governmental organizations, and the relationship between the government and the non-governmental organization in the implementation and management of foreign aid projects.

### **Foreign Aid Relationship**

When probing the aid literature, one would be struck by how little work has been done to analyze the type of relationship between the non-government organizations and recipient governments. The excellent relationship between the government and NGOs is unquestionably vital and is the basis for this study; the study will examine the current involvement in the implementation of foreign aid-funded projects. The focus of this study is thus on recognizing that the aid relationship is primarily critical to achieving the intended results. It also examines the extent to which this relationship plays a role in shaping aid and influencing its effectiveness.

Bandow (1985), who is among the few that have protested about the lack of aid relationship analysis in the literature, however, he points out that the bulk of foreign assistance flows from government to government politicizes economic decisions. Aid relationship is more critical to development than the 'technical' aspects of aid, and this is because this relationship influences the technical aspect. A satisfactory aid relationship should base on the involvement approach in foreign aid funded projects implementation. This approach will envision the non-government organizations taking a friendly and active part in the recipient's debate on development policies and

performing a wide range of services to further the development process while the recipient government takes the driver's seat in whole development agenda (Bandow, 1985).

Eyben (2004) argue, "Aid is a matter of relationships," and that aid can be more effective when a non-government organization develops relationship-building skills. Using complexity theory, she shows that "relationship management is as important for effective aid as money management." Eyben adds that thinking of aid as a catalyst means the non-government organizations can "get involved" without being affected by the aid relationship. A useful illustrative concept of aid relations must be able to integrate societal actors and broad processes of social development into the understanding of international relations, and must also be able to theoretically accommodate historical and geographical variability in the international system in terms of forms of Government and non-government organization relationships.

The findings from a World Bank commission (Partners in Development) report published in 1968 under the direction of former Canadian Prime Minister Lester B. Pearson that assessed the consequences of development cooperation and also, a report by The World Development Plan: A Swedish Perspective released in 1971 had shown the importance of a good relationship between the two aid players - the value of the non-government-recipient government relationship is most significant when both sides feel that they have something to give and something to gain. Due to that fact, it is recommended in both reports to design new partnerships that recognized the reciprocal rights and responsibilities of recipient government and non-

government organizations. Increased coordination between parties, based on a clear delineation of obligations, was considered essential to sustain positive relations.

## **2.6 The NGOs and the Government**

As their name suggests, non-government organizations (NGOs) need to be viewed first and foremost in the context of the government about which they define themselves. And, at the same time, governments themselves are far from monolithic or cohesive entities and cannot easily be understood without reference to the roles and activities of the broader set of non-government actors. Houtzager (2005) argues within what he calls a 'polity' approach to understanding the politics of inclusion and development - societal and government actors' capacities for action is- constructed in iterative cycles or episodes of interaction. However, as 'non-governmental' organizations, NGOs are conditioned by and gain much of their legitimacy from, their relationships with the government and by the nature of the government in any given context.

In one of the earliest overview books on NGOs and development, Clarke (1998) pointed out the reality faced by all NGOs: those they 'can oppose, complement or reform the government but they cannot ignore it.' NGOs will dependably stay subordinate for their 'space for the move' on the type of government, which they end up dealing with at, global, national or local levels. Government states of mind towards NGOs shift impressively from place to place and tend to change with progressive administrations. They range from active hostility, in which governments may seek to intervene in the affairs of NGOs or even to dissolve them.



(With or without good reason), to periods of active interactions and partnership.

On the one hand, NGOs tend to favor an operating context that provides what Chambers (1994) calls an 'enabling environment,' in which the Government provides sound management of the economy, provides basic infrastructure and services and maintains peace and the democratic rule of law. On the other, governments legitimately claim that they need to ensure that NGO governance and finances are monitored to ensure probity and that there is proper coordination of activities between government and non-governmental agencies, and among NGOs themselves. As a result, the relationship between NGOs and the government are often tense and unstable.

Moreover, the governments tend to feel threatened (Tandon, 1991) if they perceive that international resources, previously provided as bilateral aid, are now being given to NGOs instead. Further, the government may threaten if its legitimacy is brought into question through work by NGOs, which reveals government agencies' inability to deliver. The result may be that the government tries to take credit for successful NGO work if it brings increases in living standards to certain sections of the population.

In many ways, the lines between Governments, society, and NGOs are rarely as clear as those assumed within theories on NGOs-government relationships. It is not uncommon for local populations to look for interventions by government and NGOs as essentially the same. Recent ethnographic work on NGOs in Africa explored how many NGOs find themselves caught between 'a rock and a hard place' in terms of

government and donor pressures (Igoe and Kelsall 2005). NGO leaders are faced with the continuous challenges of understanding donor preoccupations and requirements and then interpreting these to their constituents and trying to offset the efforts of the government to control, co-opt or obstruct their work ó especially in contexts where NGOs and government are competing for the same donor resources.

## **2.7 The NGOs and Government Relationship**

According to Baldwin (1990), NGOs and governments could be related in the following four ways. Firstly, NGOs might be registered and have their activities monitored. Secondly, there might be coordination of NGOs which may involve actual interventions in the activities of NGOs. Third, the government may seek to co-opt the NGOs, and finally, there could be the active discouragement of NGOs activities or NGOs may be outlawed altogether. However, NGOs-government relationships are diverse and complex depending on the influence of specific contextual factors such as the nature of NGOs' objectives and strategies, the sector it works in, donor behavior, and the quality of the government.

Other scholars such as Edwards (1999) and Edwards and Hulme (1996) Kiondo (1993) have more or less the same view on the government and NGOs relationships in developing countries. Generally, government and non- government relationships are constructively good once the government recognizes that there are benefits to be accrued from NGOs' operations; and also favorable where the level of political openness and tolerance are relatively good especially where the influence of dependence on international donors, is strong.

The extent and quality of the relationship between the NGOs and government depend on NGOs' inclinations to work in partnerships with the government and its institutions. Some NGOs tend not to coordinate with the government bureaucracy, which they consider inefficient. Working with inefficient bureaucracy, NGOs argue, can affect the effectiveness of NGO operations and consequently, the relationship between NGOs and the people they serve, and donors.

## **2.8 Research Gap**

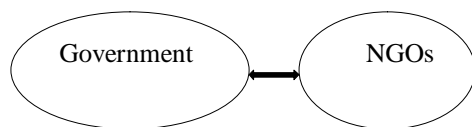
To fully understand the process of NGOs-government relationship, it is essential to carefully examine its beginning stages and characteristics (Sanyal 1994, Krishna 2003 Pettigrew 2003). Previous research studies have also widely investigated the relationship between NGOs and the Government; however, there were some gaps observed. All researchers who conducted similar on NGOs & government relationship in foreign aid management in Tanzania none specifically covered the two sectors exclusively, i.e., health and agriculture thus motivated the researcher to conduct a similar study to reflect the Tanzania environment. The other gap was on coverage whereby the researchers conducted their study basing on NGOs and government in Tanzania but not profoundly looking at the relationship between the two parties. This encouraged the researcher to conduct a similar study but by doing the deep dive on the nature of the relationship between government and the NGOs and the determinants to such involvement in managing donor-funded projects in Tanzania. All in all, not much research has been done in this domain to make outstanding declarations about the actual government-NGOs' relationship or

partnership on the work done within communities. Consequently, many researchers have concluded that more research is still needed in this area (Matlin2001, Rao and Smyth 2005 Sanyal 1994 and Ramanath 2005).

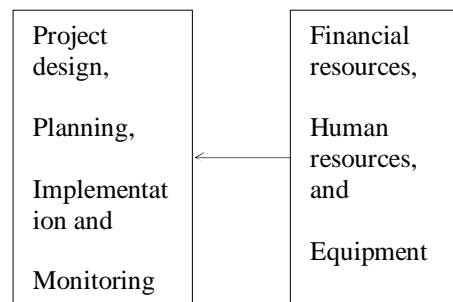
## 2.9 Conceptual Framework

As per Reichel and Ramey (1987), a conceptual framework is a set of expansive thoughts, ideas, and principles taken from appropriate fields of inquiry and used to structure a sequential presentation. Conceptual framework intended to assist the researcher in developing an understanding of the situation under investigation.

### Nature of Relationship



### Determinants



**Figure 2. 1: Conceptual Framework**

Two categories of variables were used to guide the framework for this study; those are the predicting and precipitating variables. The predictor variables act as the root factors that determine the relationship between the NGOs and the government depending on the degree of involvement in the design, planning, implementation, and monitoring of foreign aid -funded projects. Precipitating variables for that matter include financial services, human resources, and equipment which may incentivize the NGOs and government to get involved in the management of these projects.

According to Dorman (2001), NGOs are driven to engage in government relationships to mobilize further resources and establish greater influence at the macro level.

## **CHAPTER THREE**

### **RESEARCH METHODOLOGY**

#### **3.1 Introduction**

This chapter intends to show the methodological approach, which has guided this study. The methodology is the point at which methods, theory, and epistemology coalesce in overt ways in the process of direct investigation (Harvey, 1990). This chapter presents the research design, study areas, Target population, sampling, research variables, data collection methods, and data analysis.

#### **3.2 Research Design**

The researcher, a cross-sectional study which employed a qualitative methodology was adopted. All staff with project designing, planning, implementations roles, and those with Monitoring & Evaluation responsibilities was interviewed. This method allowed data to be collected at one point in time and establishes relationships between factors that could affect the quality of the data.

#### **3.3 The Target Population**

A population is a large group of people possessing one or more characteristics in common on which a research study focuses on (Creswell, 2009). This study was conducted in Dar es Salaam; thus, the target population was the people (staff) who are working for the government of Tanzania in the health and Agriculture, and NGOs residing in Dar es Salaam. In general, in total, 31 and 29 respondents from Government and NGOs were interviewed. NGOs from agriculture sector were

Fintrac, PELUM Tanzania, DAI, TAHA, NAFKA and Africa RISING while EGPAF, Jhpiego, JSI/AIDs free, FHI360, Africare and NACOPHA were sampled from the health sector. The respondents from NGOs and government were purposively selected for this study under being working in these sectors and holding monitoring and program implementation related responsibilities.

### 3.4 Sample, Sampling and Selection of Respondents

The sampling procedure was purely purposive. The research selected people she knew were conversant with the issues under her study; Health and Agricultural sector. The two sectors were selected (Purposive sampling) by being highly funded sectors in Tanzania. From the health and agriculture sector, the researcher selected respondents who had been with their NGOs or Ministries for more than three years. As indicated in the table below, a total of 60 respondents were selected. All the people were interviewed and were aware of both the issues under study.

**Table 3. 1: Sample Size of the Respondents**

<b>Sector</b>	<b>From</b>	<b>Number</b>
Health	NGOs	16
Agriculture	NGOs	15
Health	Government	15
Agriculture	Government	14
<b>Total respondents</b>		<b>60</b>

### **3.5 Data collection methods**

#### **3.5.1 Document Review**

The researcher has relied on documented information which has not been analyzed. This information included activity, project and program reports; meeting reports; letters and other correspondence materials; posters; and brochures. Others included newsletters and magazines; staff meeting minutes; books and journals.

#### **3.5.2 Key Informant Interview**

Apart from the document review, the researcher used in-depth interviews for collecting data. The interview guide was prepared to address the study questions. Cannel and Kahn (1996) define interview as a form of social interaction in which the Behaviour of both interviewer and respondents starts from their attitudes, motives, expectations, and perceptions. It is a one-to-one exercise where an interviewer asks a given set of questions from an interview guide. Boyce and Neale (2006:3) say that one advantage of in-depth interviews is that they provide much more detailed information than what is available through other data collection methods, such as surveys. The in-depth discussion aimed at exploring the respondents' perceptions, opinions, facts, and forecasts, as well as their reactions to particular situations raised in the interview.

#### **3.5.3 Use of Survey Monkey**

Qualitative methods have adopted using the internet as a tool, resource, and issue for research (Flick, 2006). The researcher constructed the survey monkey tools to gather information which has informed and enriched her study immensely. Collecting data



online and using the internet helps to save time in two ways. First, the researcher may reach many people in a short time and, second, the researcher may collect data while doing other things like conduct face to face interviews. Online surveys enable the researcher to reach many people with similar characteristics who are scattered in different geographical locations in the shortest time possible.

### **3.6 Data collection process**

Data collection was conducted from November 2017 and February 2018. The researcher reported to the respective office and discussed the aim and approach of the study. At each office, the researcher discussed her role and respondent's roles as the host organization. As mentioned earlier in this document, the interviews and their organizations were selected based on their funding status. Across all NGOs, the researcher made contact with all NGOs intended to visit and interview the respective staff. It was agreed by the researcher and respondents not to mention or refer individual names of the respondents in this document for the reasons known to respondents that cannot be disclosed here.

### **3.7 Research Variables**

According to Kothari (2004), research is any entity that can take on different values which can be considered as variables, for example, age, gender, treatment, and program. This study employed two variables: Independent and dependent variables.

#### **Independent and Dependent Variables**

The independent variable in this study was the relationship between the governments

and Non-government Organizations in managing donor-funded projects. Under this study, planning, designing, implementation, and monitoring are considered by the researcher as the study dependent variable.

### **3.8 Data Analysis**

The process of data management and analysis started right away in the field. Data analysis and interpretation was an ongoing process. After each interview or discussion, the field notes were analyzed to identify the specific themes that emerged in each interview and discussion to identify gaps that needed fine-tuning by either going back to the respondent. The first step at data analysis was to read each transcribed interview and develop a summary of the key themes. All themes were identified in a particular conceptual framework and per each research questions. The researcher then summarized the respondent's feelings, opinions, and beliefs. Each summary report was discussed and underwent a quality check by the researcher for consistency and accuracy (Yin, 1994). From these themes, tables and charts were drawn to show respondents responses per each research questions. Quotes were also presented to show different opinions and perceptions of respondents.

### **3.9 Ethical Clearance**

Permission for conducting this study was obtained from the Open University of Tanzania to ensure the study complies with all ethical standards. All participants involved in this study were informed that the data collected would be treated with anonymity and confidentiality. Besides, personal informed verbal consent was obtained before filling in the questionnaire.

## **CHAPTER FOUR**

### **INTERPRETATION OF RESULTS AND DISCUSSION**

#### **4.1 Introduction**

This chapter presents the analysis, interpretation, and discusses the findings which the study found from the field through the methods explaining in the previous chapter three. These methods were such as; questionnaire, key informant interview, and document (desk) review methods.

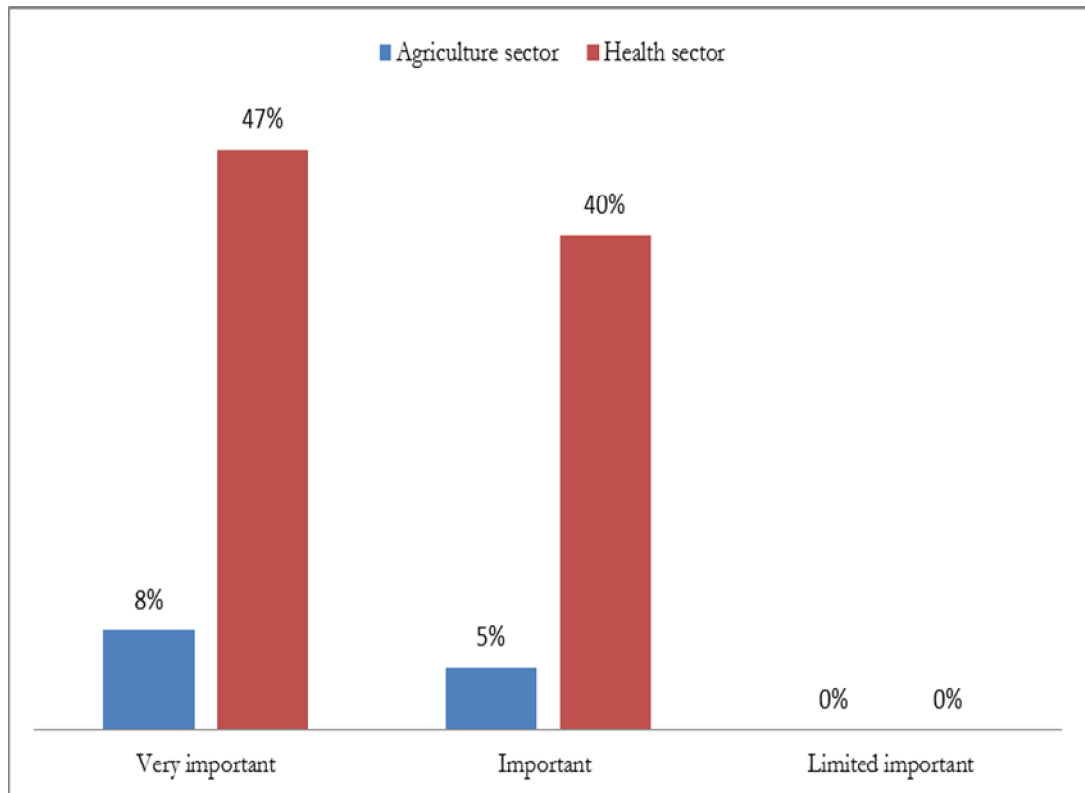
#### **4.2 Questionnaire Respondents**

All sampled respondents from the Government were purposively by being working in these two highly funded sectors. In total, 31 and 29 respondents from Government and NGOs were interviewed, respectively.

#### **4.3 The Significance of NGOs to the Government**

Although it is not a research question, however, the researcher wanted to know if NGOs are significant in filling the gap that out to be for the government to fill. Respondents from the government were asked how essential the Non-Government Organizations (NGOs) are to their sector. The research found mixed views expressed by respondents from both health and Agriculture sector. The study results indicate that majority of the respondents said that Non-Government organizations are significant to the government, followed by respondents who report that NGOs are essential to the government. As indicated in the figure below, none of the respondents interviewed said that NGOs are not important at all. In comparison,

across all sectors, the majority of the health sector respondents 47% and 40% reported that NGOs are very important as they are supporting the government to implement its strategic plan.

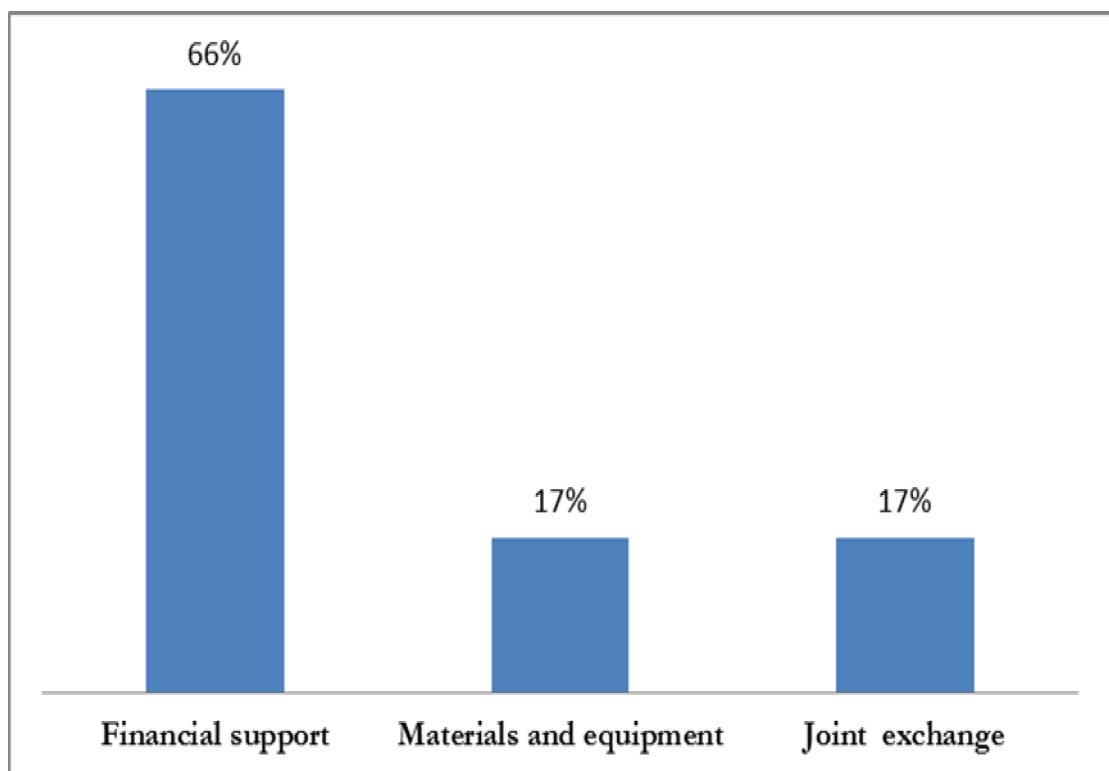


**Figure 4. 1: Significance of Non-Government Organizations to the Government**

#### **4.4 Support Provided by NGOs**

While majority 88% [Health 67% and Agriculture] of the respondents said their sector had received support from the NGOs, few 12% [all from Agricultural sector] said their sector received no support from the NGOs. The respondents who said their sector had received support were asked to mention the support provided by respective NGOs. The results indicate that the government (both areas) received

financial support 66%, Materials and Equipment 17%; and developing joint exchange (17%). Key informant interviews and questionnaire with Health sector respondents have indicated that the NGO has assisted the ministry of health financial and technical assistance, particularly in HIV/AIDS, Maternal and child health, Malaria and Tuberculosis.



**Figure 4. 2: Support Received by Government**

#### **4.5 Collaboration**

The respondents were asked to what extent the government is involved by Non-Government Organizations (NGOs) in designing, planning, implementing, and monitoring of donor-funded projects in their sector. The table below illustrates the extent to which the government/both areas involved by Non-Government

Organizations (NGOs) in designing, planning, implementing and monitoring of donor-funded projects in your sector. More than half of the respondents said ~~Yes~~ completely that they normally involve in project Monitoring [63%] and implementations [62%]. Regarding the planning phase, the equal number of respondents ~~Yes~~ completely and ~~Partially~~ that were normally involved in planning Phase. Few, 26%, respondents said ~~Not at all~~ that they are usually involved in the Project Planning Phase`.

**Table 4. 1: Extent to which the Government is Involved by Non-Government Organizations (NGOs) in Designing, Planning, Implementing and Monitoring of Donor Funded Projects in your Sector**

	Yes Completely	Partially	Not at All	Not Sure
Normally the government participates in the project designing phase	37%	63%	0%	0%
Usually, the government is involved in the Planning Phase	37%	37%	26%	0%
Normally the government is involved in project implementation Phase	62%	38%	0%	0%
Normally the government is involved in the project Monitoring Phase	63%	37%	0%	0%

The NGOs respondents were also asked to what extent they involved the Government in the project designing, planning, implementation, and monitoring phases. While the majority of the government respondents that they were entirely engaged in project implementation and monitoring phase, the situation is different in NGOs respondents while the majority said that they had involved the government in project monitoring and implementation partially, at 58% and 50% respectively. When compared to government respondents, Majority of NGOs respondents

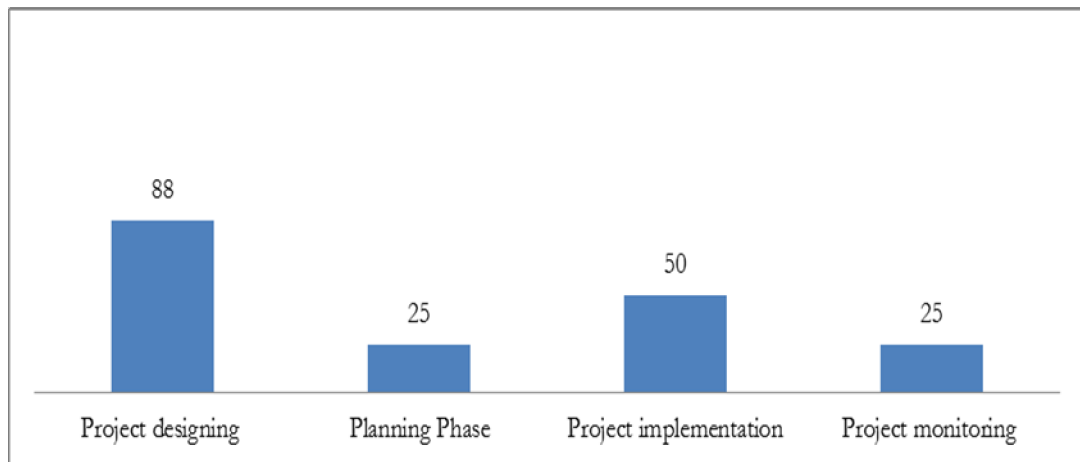
confirmed to have involved government officials partially in project designing and planning, 67% and 75% respectively.

**Table 4. 2: Extent to which the Government is Involved by Non-Government Organizations (NGOs) in the Designing, Planning, Implementing and Monitoring of Donor Funded Projects in your Sector**

	<b>Yes Completely</b>	<b>Partially</b>	<b>Not at All</b>	<b>Not Sure</b>
The NGOs normally involve the government in the project designing phase	33%	67%	0%	0%
The NGOs normally involve the government in the Planning Phase	17%	75%	8%	0%
The NGOs normally involve the government in the project implementation Phase	42%	50%	0%	8%
The NGOs normally involve the government in the project Monitoring Phase	26%	58%	8%	8%

#### **4.6 Area of Interest the Government should be Involved**

To assess the willingness of the respondents in project designing, planning, implementation, and monitoring, all respondents were given an option to suggest which areas they wish they could be involved. Results were multiple responses and indicated that most of the respondents thought they could be engaged in project designing, followed by project implementation. Planning phase and project monitoring phase were requested by an equal number of respondents interviewed.



**Figure 4. 3: Area of Interest Sector should be supported**

#### **4.7 Relationship status between NGOs and Government**

All respondents were asked to rate the current status of the relationship between the two parties. The table below illustrates the status of the relationship between the government and NGOs based on the responses provided. The research found mixed views from NGOs and government respondents. 25% of the government respondents rate the current relationship between Government and NGOs as Poor. At the same, most of the NGOs respondents rated the existing connection as ~~Good~~ and a few had rated it as very ~~Good~~. The result also indicates that an almost equal number of Government respondents ranked the existing relationship between government and NGOs as very good and right at 37% and 38% respectively. The researcher also noted that, while no NGOs respondents rated relationship as very poor, poor, and neutral; 13% and 12 % of the respondents from the Government respondents named it as very poor and poor.



**Table 4. 3: Relationship between Government and NGOs**

	Government	NGOs
Very Poor	13%	0%
Poor	0%	0%
Neutral	12%	0%
Good	38%	75%
Very Good	37%	25%

#### 4.8 Local NGOs vs. INGOs and their Relationship to the Government

Respondents were asked if there is any difference in terms of the relationship between the local NGOs and International NGOs. The results showed that there was not much difference when it comes to the nature of the relationship with the government for the two types of NGOs, although the majority of respondent acknowledged the fact that International NGOs have more resources and capacity compared to local NGOs when it comes to the support they provide to the government.

*“Most International NGOs provide both technical and financial support, while local NGOs provide technical support only.”* ó One respondent noted

*“In many projects, local NGOs are subcontracted by the international NGOs; it is obvious the international NGOs as primes, get more opportunity to engage the government than the local NGOs”* ó One respondent noted

However, the majority of respondent felt that there could be some level of contrast with regards to the interaction between the international NGOs comparing to local NGOs given that, the International NGOs implement big projects in and have enough resources to support the government.

#### **4.9 Challenges Affecting the Relationship between the Government and NGOs**

Both the government and NGOs respondents were asked to mention possible challenges if any, that could potentially affect the relationship between the two. Findings from respondents from NGOs indicated that lack of commitment from the government for the donor-funded project, lack of communication, bureaucracy, and lack of trust are some of the factors which if not looked could potentially weaken the relationship between the two parties. Another relationship challenge which weakens the link is frequent transfer/relocation of government staff.

For the government respondents they mentioned things like, the NGOs sometimes involve the government very late on the project, and this kills the motives for the government to participate, frequent transfer/relocation, conflicts of interest on the projects that are being- implemented, i.e., donors' benefit vs. government priorities and lack of communication to be challenges that could affect the relationship.

Respondents from both the government and NGOs felt that all the challenges mentioned above are manageable if both parties see the value of a strong relationship in foreign aid management. The government should address the issue of bureaucracy so that NGOs get full support and commitment from the government. There should be transparency and push for more cooperation between the government and NGOs. NGOs should know the right time and right people to involve in the government, and both should open to the usable forms of communication for easy access to both parties. The issue of trust can be addressed when there is transparency, and when

both parties participate fully from the design, planning, implementation, and monitoring of foreign aid projects.

#### **4.10 Key Informant Interview Respondents**

This study proceeded to analyze the information obtained from the field through the interview method just after examining and interpreting quantitative data collected through structured questionnaires. Government and NGOs officials are working in agriculture and health of on the subject matter through semi-structured questions arranged by the researcher based on the specific objectives, which were guided by the particular research questions. Consequently, the researcher narrates the participant's accounts on the answers to make a reader to get first-hand information (i.e., genuine expressions from respondents).

The researcher could not write all stories for all respondents instead selected only a few of them to present others since respondents had almost similar answered. This is supported by Stake (1995) where attests that albeit numerous researchers might want to recount the entire story, the choice is inescapable. Along these lines, the opportunity was done, and the decision was made on the amount to tell according to the purpose of the study. The researcher did not write names of interviewees following their request for their names not to appear in this study.

One of the respondents interviewed was official from the NGO in health when he was asked the about how he sees the relationship between NGOs and the government

he responded that the relationship is good when he was asked if there are any challenges that affect the relationship despite being good, he replied;

*“Although the relationship looks good, I think it could have been better – I think there this sense of some government officials seeing that the NGOs are beneficiaries of donor funds rather than partners with a common mission of improving the well-being of community members.”*

When the interviewee was responding to the research question on if there is one thing that could be done to make the relationship better, he said:

*“Transparency - there should be openness and willingness to share information and resources, and the government should be involved more from the designing stage, project implementation, and monitoring.”*

Another respondent working for an NGO in Agriculture when asked the same questions, he said the relationship between his NGO and the government is good, but there is a room for more.

*“As NGOs, we are complementing government efforts in providing services to the people; we are not enemies; hence, we are supposed to be cooperating and joining efforts.”* He noted.

On the research question about the involvement of government in the designing, planning, implementation, and monitoring, all key informant interview respondents had the same answer that the government has been involved at different capacities in managing the donor-funded projects. However, the government can still do more

*“if the NGOs and local government should work hand in hand in every stage of project implementation, there also should be dialogues and forums on issues that will improve the implementation of these projects, one day we are expecting the government to be taking over as we the NGOs will not be here forever”* One key informant interviewee noted.

For government officials that were interviewed in both sectors, they all acknowledged the support they are receiving from the non-government organizations when responded to the research question to whether their office received any support from any NGO.

*“These NGOs has been very helpful in providing us with financial support and also capacity building, as you know the government has limited resources to reach all people especially in the remote areas, these NGOs have been there to fill the gap. For example, NGO working with farmers to train them on good agricultural practices, and we see the yields have increased as of recent.*

One official from the Ministry of Agriculture noted. Another interviewee government official from Tanzania Food and Nutrition Center when responding to whether her office has received any support from NGOs, she said the NGOs have always given her office tremendously support particularly the provision of vitamins A to children under five years of age in different maternal and child health centers across the country in government hospitals particular in rural areas.

*“For many years, Tanzania Food and Nutrition Centre has been underfunded, but these NGOs have always been there to supplement where we fall short”* she noted.

Further, they all agreed that these NGOs are essential in complementing governments efforts to deliver services to the communities whether is in health, agriculture or other sectors – and this was the answer to the research question to whether if the government think NGOs to be essential. On the question whether the government sees the difference between the local NGOs and international NGOs – there were different answers; some government officials felt like there is a slight difference in terms of their capacity and resources but not how both NGOs relate to government.

*“We see they all have good intentions to complement the government. However, international NGOs have enough resources and are more competitive comparing to local NGOs”* – one official noted.

On the other hand, international NGOs are not open enough and are here to fulfill the donor’s interest rather than the government’s priorities. When the researcher probed why such a comment,

*“Sometimes, these NGOs do not involve us from the beginning; they just request for a meeting while they are already on the ground and faced a problem is when they come to us.”* She noted.

When the researcher wanted to know if this could be one of the challenges that could affect the relationship between the non-government organizations and the government, the government official responded that he doesn’t feel this could lead to a bad relationship, however, if NGOs does that repeatedly somehow could ruin the trust with the government.

Through this interview, different findings were revealed from the field. Among these findings were such as; NGOs feels that the government is too demanding and always ask for NGOs to do things of which aren’t in their plans and out of their line of funding and once they deny, they experience lack of cooperation from the government, and slowly the relationship slips away. On the government side, there is a feeling that NGOs feel oppressed while the government follows up closely on NGOs activities particular if funding was not channeled through government systems. In general, the majority of the key informant, interviewees had shown there is a good and a working relationship between the government and the NGOs and at different capacities, the government has been involved.

#### **4.11 Document Review**

The researcher went through several documents on the subject matter of the relationship between the NGOs and the Government in Foreign Aid management. The findings were also presented and analyzed according to research objectives guided by research questions. The first desk review to be done was the report document written by Matei, A., & Apostu, D. C. (2013) that looked at the government and non-government organizations relationship in Romania. The researcher noted that the two writers acknowledged the importance of having a healthy and working relationship in managing development projects. This relationship can be nurtured through participation and discourse, and the government can add to the reinforcing of NGOs committed to the implementation of development activities, i.e., NGOs supplementing the State. The degree, which is possible, depends on the political, monetary, administrative, enlightening, and social setting of the country. In any case, this relationship can't exclusively be forced by the state, however, should have its establishment in non-government organizations themselves.

The report Matei & Apostu (2013) likewise uncovered that legal structures and government practices could influence NGOs or cultivate a more favorable condition for real NGOs commitment. The researcher also reviewed the document by Holton et al. (2011) on the relationship between non-government organizations. The main topics which rose up out of the report include: participant's view on the government & NGOs relationships; the job and course that NGOs-Government Cooperation ought to take; the significance of overseeing optics; contrasts in authoritative culture and structure; the absence of trust between the two parties; and proposals for education

and training. Discoveries reveal that regardless of the authoritative contrasts that may exist between the two, participants from both parties recognize that the NGO and government/government institution relationship is by and mostly unavoidable, now and again a need, and frequently, as of now set up and working successfully through both formal and casual means.

The document Holton *et al.* (2011) recommended that; transparency of the government motivations behind forming a relationship with NGOs builds a trusting relationship between the government and the NGOs. Second, providing NGOs with clear job related to government makes correspondence and enables indispensable aptitude of NGOs to be used entirely. Furthermore, in conclusion, adaptability of collaboration alternatives going from greatly restricted contact through more reliable commitment ought to be urged to best address the issues of the particular NGO-government needs and relationship.

Further, the researcher went through another publication (Lewis 1998) that discussed the impacts of relationships on the non-government organizations, donors, and recipient government or related system individuals. These impacts are depicted as negative, positive or unbiased; the researcher noticed that the impacts government and non-government organizations need to do with issues of association, authenticity, trust, autonomy, logical contrasts and maintainability as alluded to in different segments of this writing audit. The relationship may change in its turn changing organizations' plans, testing their objectives and personalities, and maybe even the fundamental institutional environment.



Through these desk reviews, the researcher saw that the issue of a good relationship between the NGOs and government is very critical to a successful implementation of development programs/projects or delivery of services. And, given any sector or government institution still, the role of NGOs in complementing government functions is appealing. However, understanding the internal power dynamics, administration and basic leadership procedures of non-government organizations and the governments; and understanding the roles that NGOs, diverse levels of Government, donors and related system associations play is vital to understanding.

## **CHAPTER FIVE**

### **DISCUSSION**

#### **5.1 Introduction**

The study was intended to study the government - NGOs relationship in Tanzania in managing the foreign aid-funded project, particularly in the health and agriculture sectors. The results indicated that there is a good and working relationship between the non-government organizations and the Tanzanian government though there are some few areas that need improvement to strengthen the existing good relationship. The study revealed a particular need to enhance more on the current involvement in the following areas; project designing, planning, implementation, and monitoring.

#### **5.2 Significance of NGOs to the Government**

The study discovered that both NGOs and government see the role of NGOs as "gap-filling," supplementing the state. The government generally, gives essential instruction and security, and much of the time is permitting or requesting that NGOs enhance the provision of services and extend their scope in different areas. This comparable associate is finding in Nigeria: "Any expectation that the NGOs will supplant the state in providing services is probably going to be utopian."

Moreover, NGOs have influenced governance approaches within public management. Individuals and offices in government have learned from NGOs and have begun to mimic the tools they have seen NGOs use successfully for years, calling for participatory development and civic education so that their agencies can

better serve the community. This encourages responsibility and mirrors a reasonable procedure of progress toward more just administration rehearses among government employees. Same as in this study, 87% of respondents recognized the importance of the NGOs in their respective sectors. In Tanzania, both International and local NGOs have been supplementing government efforts in health and agriculture by providing necessary resources financially and in-kind to solve socio-economic problems facing the communities across the country. Likewise, other studies found that many NGOs worldwide have been taking on responsibilities of the respective countries which facilitate social and economic participation at national and sub-national levels (Bebbington and Thiele, 1993).

### **5.3 Collaboration**

This study found that there is a good relationship between the government and NGO working in Tanzania. The findings have shown that there is collaboration in terms of project planning, designing, and implementations. Financial resources and equipment were some of the factors determining the relationship between the government of Tanzania and NGOs in both sectors being studies. This finding was similar to Yagub AIA, Mtshali K (2015) results, who found that same relationship between the NGOs and government that lead to the establishment and development of joint health projects, in rural hospitals and health centers in Darfur, Sudan. According to the Health and Fragile States Network Report, the provision of essential social and economic services requires a good relationship and collaboration between the Government and non-state actors such as NGOs to overcome the development problem in questions.

#### **5.4 Factors Determine the Relationship between NGOs and the Government**

Like other studies, financial resources, human resources, and equipment were the factors that determine the collaboration between the Government and NGOs. Other chief factor facilitating the government and NGOs collaboration includes; Project design, planning, implementation, and monitoring. Studies conducted in Darfur and Mozambique found similar finding, where NGOs have established health facilities and irrigation system across the country. Of which were the cooperation between the communities involved, the non-government organizations and the Ministry of health.

## CHAPTER SIX

### CONCLUSION AND RECOMMENDATIONS

#### 6.1 Conclusions

Kombo and Tromp (2006) attest that the conclusion of the study ought to be extremely concise, and it ought to demonstrate what the study result reaffirms. This end covers in a word the principle thoughts in the discoveries found from the field.

By and large, the findings from the study show that the relationship between NGOs and the Government of Tanzania is extending and improving. The Government currently better comprehends that Non-government organizations have a cognitive task to carry out in donor-funded projects' implementation. As appeared in the findings of this study, most NGOs showed that they bargain 'straightforwardly' with the Government of Tanzania and that; all in all, they were happy with the recurrence and level of contact with the Government.

Be that as it may, taking a gander at this subject through insights and direct articulations, for example, these don't paint the entire picture on what genuine is going on the ground. We see what the official strategies say yet what occurs with the tasks of NGOs actualizing foreign aid and governments is unique. By and large, what is spread out on paper isn't exactly what happens practically speaking. The relationships and interactions that develop between these actors don't pursue a basic and obvious way. It is fundamental for Non-government organizations to understand the environment and reasons behind government needs, actions, and priorities. There

is no manual for NGOs on the best way to deal with the government similarly as no manual exists advising the government how to deal with NGOs implementing foreign aid although there are laws and policies that applies.

## **6.2 Recommendations**

In light of the findings of this study, the below recommendations have been made;

- (i) Government ó NGOs relationship have different circumstances and possibly varying means of solving their challenges. Therefore, the government should ensure that there is continual involvement in foreign aid projects in the different levels and be able to learn from the problems that may arise from the detailed implementation of these projects. From this, they can be able to come up with better ways of implementing projects which are community tailored and energetically sustainable.
- (ii) Government and NGOs to forge a better and more productive relationship the government is called upon to be very sensitive to the role the NGOs play and have the skills and capacity not only to listen but to forge an effective program to engage. A democratized aid management has two components; it should give control of aid to recipients (government) as much as possible to be able and should be able to be more transparent. This will promote a higher level of commitment and energy, which will be obtained from recipients (government), and the learning process will be more comfortable and faster.
- (iii) Also, rather than NGOs putting energy into trying to work on the ills of their current situation with the government, they should shift that in a positive

direction instead. They should rather become trade actors in which way they will be able to deal with the situation and provide better alternatives (Bebbington, 1997). By thinking more imaginatively about their role in the development circle and their relationship with other actors, they will be able to develop better conceptual frameworks (Edwards and Hulme, 1992).

- (iv) Relationships between the governments and NGOs have dependably been portrayed as a stalemate, worsened by the donors' preference to work directly with NGOs and communities to the detriment and in some cases complete exception of the state government. In any case, the significant point that is frequently being under-looked is the way that the government is the spine vital for most practical activities to appear. The government develops policies, and furthermore still keeps up control in different courses over NGOs and anytime can simply discover approaches to prevent or constrain NGOs to stop the activities they are doing. In this way, it is essentially still of extraordinary significance for the government and NGOs to have some level ground, correspondence, understanding, and when vital, full consideration in the project implementation process. Like this, they make an imaginative relationship with the government and both offer obligation, with more spotlight on development concerns and have a desire to fashion on in a path to development that can, in the long run, be feasible (Edwards and Hulme, 1992; Smillie, 1997).
- (v) There should be a shared responsibility for and authority over decisions spread between government and NGOs. This will make resource allocation more

important as it will give the government the opportunity to be connected to what obtains within the target communities. This creates an open door for more straightforward and better correspondence among government and NGOs of which will go far to enhance relations between these two parties.



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## APPENDICES

### Appendix I: Government Questionnaire

Foreign Aid Management in Tanzania; the relationship between NGOs and the Government: A case of NGOs working in the Health and Agriculture sectors

#### Government Questionnaire

“This questionnaire is designed to collect data that will inform the write up of the dissertation to be submitted to the Open University of Tanzania as a requirement for the attainment of the degree of Master of Arts in International Cooperation and Development for Miss Jestina J. Kimbesa. The survey is anonymous and the final report is for academic purpose only it is not expected to be published for public use. “

#### 1. Which sector are you working in;

- ☐ Health sector
- ☐ Agriculture sector

#### 2. How essential are the Non Government Organizations (NGOs) to your sector?

- ☐ Very Important
- ☐ Important
- ☐ Limited Importance
- ☐ Irrelevant

#### 3. Is your Sector supported by any international organization?

- ☐ Yes
- ☐ No
- ☐ Not Sure

#### 4. If the answer in the above question (3) is “Yes”, which support does your office/sector receive? Please tick more than one answer where relevant

- |                                                         |                                                              |
|---------------------------------------------------------|--------------------------------------------------------------|
| <input type="radio"/> Financial support                 | <input type="radio"/> Communication and Information Exchange |
| <input type="radio"/> Training Human Resource           | <input type="radio"/> Developing Joint Exchange              |
| <input type="radio"/> Providing Materials and Equipment |                                                              |

Other (please specify)

5. To what extent are the government/your sector involved by Non Government Organizations (NGOs) in designing, planning, implementing and monitoring of donor funded projects in your sector? Put more than one (✓) where relevant;

	Yes completely	Partially	No Not at all	Not sure	
Normally the government participates in the project designing phase	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Normally the government is involved in the Planning Phase	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Normally the government is involved in project implementation Phase	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Normally the government is involved in project Monitoring Phase	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

6. Which of the following areas you see to be most important and are critical for your sector to be involved? Please select your top two (2) choices.

- ☐ Project designing phase
- ☐ Planning Phase
- ☐ Project implementation
- ☐ Project monitoring and evaluation Phase

7. How do you rate the current relationship between your sector (government) and NGOs?

- ☐ Very Poor ☐ Good
- ☐ Poor ☐ Very Good
- ☐ Neutral

8. Are there any differences between international and local NGOs in terms of their relationships to the government? (please list a few below)

- a.)
- b.)
- c.)

9. Are there any challenges you think they affect the relationship between the government and NGOs in your sector?

- a.)
- b.)
- c.)

## Appendix II: Non-Governmental Organizations Questionnaire

Foreign Aid Management in Tanzania; the relationship between NGOs and the Government: A case of NGOs working in the Health and Agriculture sectors

### Non-Governmental Organizations Questionnaire

“This questionnaire is designed to collect data that will inform the write up of the dissertation to be submitted to the Open University of Tanzania as a requirement for the attainment of the degree of Master of Arts in International Cooperation and Development for Miss Jestina J. Kimbesa. The survey is anonymous and the final report is for academic purpose only it is not expected to be published for public use. “

#### 1. Which sector are you working in;

- ☐ Health sector
- ☐ Agriculture sector

#### 2. How do you rate the current relationship between your organization and the government (the sector that you are working in)?

- ☐ Very Poor ☐ Good
- ☐ Poor ☐ Very Good
- ☐ Neutral

#### 3. To what extent does your organization involve the government in the designing, planning, implementing and monitoring of donor funded projects in your sector? Put more than one (✓) where relevant;

	Yes completely	Partially	No Not at all	Not sure	
The NGOs normally involve the government in the project designing phase	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The NGOs normally involve the government in the Planning Phase	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The NGOs normally involve the government in the project implementation Phase	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The NGOs normally involve the government in the project Monitoring Phase	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

4. Are there any challenges you think they affect the relationship between your organization and the government (the sector that you are working in)?

a.)

b.)

c.)

5. If there is one thing to change to make the relationship better what would that be..?