

# Evaluation of the Effectiveness and Impact of a Good Governance Training Programme in Mwanza, Tanzania

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## ABSTRACT

The basis of this study is to evaluate the effectiveness of an education programme which is a part of the North-South Local Governance Co-operation Programme. This programme aims to sustainable development and to diminish the gap between the northern and southern municipalities. The training programme was implemented in Mwanza, Tanzania, which is the twin city of Tampere. The basis of the education programme was the local government reform programme of Mwanza which aims to develop good governance and increase the citizens' participation in decision-making. The purpose of the training was to increase people's knowledge of issues like good governance and customer care. The training was implemented in Mwanza during the years 2005 and 2006 having 76 participants. The facilitators were both from Tampere and from Mwanza and the training was carried out both in Swahili and in English. This evaluation study examines what the effects of the training were and what can be done differently if there will be more training in the future.

This study is a qualitative evaluation study using both qualitative and quantitative methods of data collection. The methodological approach in this study is the constructivist paradigm which tries to make the voice of the participants of the training heard, not to seek for a right or wrong answer. The data consists of documents and training materials, as well as of interviews both with the facilitators and the participants. Also a questionnaire was sent to Mwanza and the answers formed the basis for the interview themes. These ten interviews were carried out in August 2007 in Mwanza.

The results of this study show that the participants thought that the training was really good and they enjoyed it very much. Because there were two different cultures and languages involved in the training, the participants did not understand everything and it seemed to be a problem for some of them. A few themes were above the others, like customer care and treating customers equally. Also the facilitators were praised very much and almost everybody asked for more training.

Anyway, the most notable change has to take place in the attitudes, and there has already been some change. However, a lot needs to be done to decrease corruption and to make a change in the attitudes. The training explained to the participants what the effects of corruption are, and the results show that they understand the bad effects of corruption and that they are as an example to their colleagues. The results also show that people had already forgotten themes of the training, and thus it can be asked how deep the learning was and do the participants have the will to change.

When considering the reliability of the study, it has to be noticed that the researcher was from the city of Tampere which also finances this training. Therefore, there is a possibility that people did not want to answer in a totally honest way. There were also some language prob-

lems in the training which have to be considered in relation to the reliability of the study. All in all, the participants thought that the training was really good and said that now they understand the meaning of their work task. This increases the motivation of the employees and their desire to develop and continue participating in training in the future.

Keywords: good governance, evaluation research, constructivist paradigm, Tanzania, Mwanza, training, cooperation, sustainable development

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## TIIVISTELMÄ

Tässä tutkielmassa lähtökohtana on arvioida koulutusohjelman vaikuttavuutta. Kyseinen koulutus on osa pohjoisen ja etelän paikallishallintojen kestävän kehityksen projektia ja se toteutettiin Mwanzassa, Tansaniassa, joka on Tampereen kaupungin ystävyyskaupunki. Lähtökohtana oli Mwanzan paikallishallinnon reformiohjelma, jonka tavoitteena on luoda hyvä hallinto ja lisätä kaupunkilaisten osallistumismahdollisuuksia päättöksentekoon. Koulutuksen tarkoitukseksi oli lisätä osallistujien tietoisuutta muun muassa hyvästä hallinnosta, asiakaspalvelusta sekä osallistumisesta kaupungin hallintoon. Koulutus toteutettiin Mwanzassa vuosien 2005 ja 2006 aikana ja siihen osallistui yhteensä 76 työntekijää. Kouluttajia oli sekä Tampereelta että Mwanzasta ja koulutus toteutettiin sekä suahilin että englannin kielessä. Tämä arvointitutkimus kartoittaa, mitä vaikutuksia koulutuksella oli ja mitä tulisi tehdä toisin, jos koulutusta jatketaan tulevaisuudessa.

Tutkimus on laadullinen arvointitutkimus, joka toteutettiin yhdistämällä sekä laadullisia että määrellisiä aineistokeruumetodeja. Metodinen lähestymistapa tässä tutkielmassa on konstruktivistinen paradigma, jonka tarkoitukseksi on saada koulutettujen ääni kuuluviihin, ei etsiä oikeaa tai väärää vastausta. Aineisto koostuu Tampereen kaupungilta saaduista dokumenteista ja koulutusmateriaaleista, kouluttajien haastatteluista niin Suomessa kuin Tansaniassa sekä kyselylomakkeen ja haastatteluin kerätyistä tiedoista itse koulutetuilta. Kyselylomakkeet lähetettiin Mwanzaan toukokuussa 2007 ja niiden perusteella työstettiin teemahaastattelurunko. Itse haastattelut toteutettiin Mwanzassa elokuussa 2007 ja haastateltavia oli yhteensä kymmenen.

Tutkimustulosten perusteella koulutus oli erittäin suosittu ja osallistujat nauttivat sen sisällöstä. Koska kyseessä on kaksi erilaista kulttuuria ja kieltä, koettiin muun muassa yhteisen kielen puute välillä ongelmaksi ja englanniksi pidetyistä osioista ei ymmärretty kaikkea. Muutamat koulutuksen aiheet nousivat selkeästi ylitse muiden, yhtenä esimerkkinä asiakaspalvelu ja asiakkaiden kohtelu tasavertaisesti. Myös kouluttajia ja järjestelyjä kehuttiin ja kaikki haastattelut pyysivät, että jatkossa olisi lisää koulutusta.

Suurin muutos tulee kuitenkin tapahtua asenteissa ja se tulee ilmi myös tutkimustuloksista. Asenteissa on saattanut tapahtua pieniä muutosta, mutta paljon on vielä tehtävä, jotta esimerkiksi lahjontaa saadaan kitkettyä pois kulttuurista ja asenteista. Koulutus sai kuitenkin osallistujat ymmärtämään mitä haittaa lahjonnasta on ja selvensi, että osallistujat ovat esimerkkejä muille työntekijöille ja vaikuttavat käytöksellään koko osaston toimintaan. Havaittavissa oli, etteivät kaikki osallistujat tällä hetkellä toimi tavoitteen mukaisesti, vaan eri osastojen välillä on suuriakin eroja. Tuloksissa tuli myös ilmi, että vuoden takaisesta koulutuksesta oli unohtettuasioita ja tämä herätti kysymyksen siitä, kuinka paljon oppimista ja muutosta on tapahtunut, jos asiat unohtuvat vuodessa.

Tutkimuksen luotettavuutta pohdittaessa täytyy nostaa esille kysymys siitä, kuinka rehellisesti ihmiset vastaavat arvioijalle, joka on rahoittajan puolelta tuleva arvioija. Myös kieliongelmia

ilmeni haastatteluissa, mikä osaltaan vaikuttaa luotettavuuteen. Kaiken kaikkiaan koulutuksesta pidettiin kovasti ja yhdeksi tärkeimmäksi vaikutukseksi nousi se, että moni haastateltava sanoi nyt tietävänsä miksi on työssään ja mikä on hänen merkityksensä. Tämä puolestaan lisää motivaatiota ja työntekijöiden halua tehdä asiat kunnolla sekä jatkaa kehittymistä sekä kouluttautumista tulevaisuudessa.

**Asiasanat:** hyvä hallinto, arvointitutkimus, konstruktivistinen paradigma, Tansania, Mwanza, koulutus, yhteistyö, kestävä kehitys

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## **Abbreviations**

MCC = Mwanza City Council

LGRP = Local Government Reform Project

STA = St. Augustine University

LGA = Local Government Authority

NGO = Non-Governmental Organization

OPRAS = Open Performance Review Appraisal System

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# 1 Introduction

*“The creation of capable states is one of the most fundamental challenges in Africa today. The characteristics of a capable state are peace and security, without them there cannot be long-term development. And without good governance there is nothing but the peace.”* (Amoako 2005.)

Africa, with a population in excess of 600 million people, is both the least developed continent and the one most endowed with natural resources. Despite of this, millions of Africans live in acute poverty and the continent does not develop substantially. At the root of the problem is the world-wide perception of Africa as an unstable, poorly governed conflict-ridden continent that cannot guarantee the safety of foreign investments. (Hatchard, Ndulo & Slinn 2004, 5-6.)

Moreover, the African countries have struggled for a long time with difficulties like corruption, bribing and the citizens' lack of confidence. Mwanza, a Tanzanian city, is the twin city of Tampere. The co-operation between these two cities began in the late 1980s, aiming at diminishing the gap between the northern and southern municipalities. The project is not traditional development co-operation but work between two equal municipalities. The aim of the co-operation is not to disdain the authorities in Mwanza, but both Finnish and Mwanza people should be able to work equally. The co-operation is a learning process also to the Finnish authorities. In 2002 this co-operation turned a new page when the project was accepted to a larger North-South Local Governance Co-operation Programme. A central part of this project has been education of the employees of the city of Mwanza. The educational project aims to implement the principles of good governance, in particular to decrease corruption and bribing and make the governance more accountable. During the years 2005 and 2006 the actual training was carried out, having 76 participants (including a few representatives from cooperative institutions). The training was carried out by lectures and a participatory group method. This method was used mainly because of the lack of a shared language. The method gave participants a chance to discuss in Swahili too and it challenged people to think and act by themselves; they did not just listen to the lectures. (Komonen, 2007.)

The project is part of a bigger programme, the North-South Local Governance Co-operation Programme, which supports equal co-operation between local governments in a world wide

context. The preparation phase of the project was carried out between 2000 and 2001 and the first phase of real actions was took place from 2002 to 2004 having participants from eight municipalities in Finland and six communities in Sub-Saharan Africa. Both in north and south the local governments deal with similar issues, and this co-operation programme aims for example to improve the basic services and good governance in the municipalities. Funding is granted for activities related to the local governments, environmental threats, human rights, good governance and the prevention of conflicts. The most important goal is to strengthen the local governments. (Heinonen 2007; Ohtonen 2007.)

According to the Ministry for Foreign Affairs, the history of Finland guarantees that we have learned the basic elements of development: safety and sustainability inside the country are necessary for working administration. These factors with other important issues, like respecting human rights, implementing democracy and good governance are the main aspects in development policy. Finland allocates funds especially for strengthening democratic institutions and civic society as well as for battling against corruption. What is important to notice is that bilateral cooperation is based on the development plans of the local actors. The focus of development politics in Finland is on large unities because it improves the effectiveness of co-operation. (Ulkoasiainministeriö 2004, 8-9, 28.)

Improving the capability of the personnel in Mwanza, which is the topic of this research, is one attempt to improve this continuum which prevents the African countries from blossoming. Unfortunately the problems are so deep in the culture that it is impossible to change anything overnight. It requires long and patient work to change the culture. The training project has been one attempt on a long pathway to good governance and anti-corruption culture. This study aims to evaluate the effects of the training programme and estimate if the training changed the behaviour of the authorities of Mwanza. This study is a unique case study, even though it might be possible to generalize some of the results. The main methods used in the study are based on evaluation paradigms and the methodology of evaluation research. In addition, this study is a qualitative study and the data is collected by mixed methods, with questionnaires and also by interviews.

## **2 Conceptual Framework**

As discussed in the beginning, there are certain issues which prevent the African countries from blossoming. Guest (2005) lists some causes which may create this phenomenon. According to him, some blame the geography and the climate. There lies a link between the tropical climate and the several diseases on the continent. Many people also blame the history and factors like slavery and colonists which have left deep scars in the countries. (Ibid. 7-9.) However, we cannot change the climate or the history, but we can affect on the present. As Guest puts it, “countries that prosper tend to do so by their own efforts. Outsiders can help, but only on the margins”. (Ibid. 2005, 11.) Herein is the cornerstone of this study; helping one city to develop itself and evaluate if it had any effects. However, it is impossible for an outsider, like the city of Tampere, to change the society in Tanzania. They have to work hard by themselves and this training is a push into the right direction.

As Amoako (2005), Executive Secretary of the Economic Commission for Africa, summarizes it, there is a pressing need for the implementation of an innovative programme to effectively develop and use Africa’s governance capacity (ibid. III). One of the problems lies in governance and therefore it is also the central object of the Tampere-Mwanza co-operation.

Due to inability to create capable states, there are many problems in Africa. In the context of good governance, a capable state is characterised for example by transparency, accountability, ability to enforce law, respect for human rights, the effective sharing of resources between the rural and urban populations, a limited role in the market economy and the creation of a predictable, open and enlightened policy-making environment. (Hatchard, Ndulo & Slinn 2004, 9.) This chapter discusses the main concepts related to the evaluation of the programme. To make the importance of the development programme more understandable, this chapter also elucidates some key characters of good governance and its role in the development.

## **2.1 Good Governance**

*“Good governance and sustainable development are indivisible. That is the lesson of all our efforts and experiences, from Africa to Asia to Latin America. Without good governance- without the rule of law, predictable administration, legitimate power and responsive regulation- no amount of funding, no amount of charity will set us on the path to prosperity.” – Kofi Annan*

The term good governance was used for the first time by the World Bank. The previous development models did not work because of the lack of attention to governance issues. In this respect, the good governance model became the buzzword in the 1990s. The doctrine identifies poor governance as the main cause of the African predicament, and the cure for it is the model of good governance. The lack of political legitimacy and consensus are seen as an obstacle for improving the conditions and gaining sustainable development. (Abrahamsen 2000, 25.)

It is seen that there are two concepts that set the intellectual agenda for change in the public sector of the developing countries. These are good governance and new public management. The former might be considered as an opportunity for Western donors to extend their activities beyond mere projects and policies. This aims at making fundamental changes in administrative structures, because changes are a prerequisite for development, and multilateral agencies, like the World Bank, IMF and the UN agencies concurred with this. The World Bank identifies four components of governance; public sector management, accountability, a legal framework for development as well as information and transparency. In addition, the UK's Overseas Development Administration (ODA) also notes four components of governance, though there is a little difference between these two definitions. The following pronouncements of ODA are seen as more political; the legitimacy of government, accountability, the competence of government and respect for human rights and rule of law. (Turner & Hume 1997, 229-231.)

The requirement that good governance correlates closely with economic development leaves an open-ended question: how then have states like Japan, Taiwan or Thailand experienced rapid growth at the same time as their governments have shown poor accountability and

transparency? Is there another way for development than good governance? (Turner & Hume 1997, 236.) In spite of this interesting fact, good governance is a central part of the Finnish development policy and also used in this training. Therefore it is discussed widely in this chapter.

Also Abrahamsen (2000) criticizes that there is an irrefutable simultaneity between the end of the Cold War and the emergence of the good governance agenda. She writes critically about the concept of good governance and stresses the fact that while it does something good, it also enables the West to maintain its hegemony over the third world. The first world becomes the symbol of democracy and now it has a powerful tool, good governance, to make the third world be more like the first. According to Abrahamsen, good governance is certainly a humanitarian effort to promote development, but above all a developmental discourse linked to practices, through which global power is exercised. (Ibid. 32, 43-45.)

In the African context, good governance is taken to mean a condition when governance is effective, transparent and accountable, and bad governance is associated with maladministration in discharging responsibilities. The aim to good governance entails the existence of efficient and accountable institutions and entrenched rules which among other issues ensure that people are free to participate in action of their administration. It has also been noted that good governance and better growth rates correlate positively. Good governance also aims to emancipate people from poverty as state legitimacy is recognized and entrenched. It is also at the heart of sustainable development and the alleviation of poverty (Hope 2003, 2-3, 6; Synopsis of the 2005 African Governance Report 2005, 1.) Growth is an important issue in the African context, in order to decrease poverty and bribing.

Until now institutions, also the public ones have been a failure in Africa. Many of these institutions have been captured by elite and serve their interests. The resulting effect has been a lack of ability of the state to provide an institutional framework to support the development of good governance. (Hope 2003, 4.) Developing human resources, especially the personnel of the city is a crucial issue on the pathway to good governance.

Also the Tanzania Development Vision notifies the importance of good governance. By 2025, good governance should have permeated the national socio-economic structure. Indeed, this would ensure a culture of accountability, rewarding good performance and effectively curbing

corruption. (The Tanzania Development Vision 2025, 4.) As emphasized here by different authors, the concept of good governance is a powerful tool when developing the performance of the African countries and it is justified to use it also in the development of Mwanza.

In the development of the local authorities in Tanzania, good governance is considered an important factor. The principles of good governance are brought out in the training and co-operation between Tampere and Mwanza. The intention is to figure out during the evaluation whether these principles have been understood and adapted to everyday practices.

In the Finnish development policy, the long-time cooperation partners in Africa are Mozambique, Tanzania, Ethiopia, Zambia and Kenya. The focus is on decreasing poverty and moving on to more versatile cooperation. (Ulkoasiainministeriö 2004, 28.) In what position is the term good governance in the Finnish development policy? Johanna Jokinen-Gavidia, the Adviser for Democracy and Good Governance, says that Finland does commitments in the European Union Forum and these commitments determine the role of good governance in bilateral cooperation. The aim is not export of the concept of good governance, but to develop the government at the local level. According to her, it is not possible to change governance as an outsider, but the wish for a change has to begin at the local level. (2007.)

Järvinen-Gavidia also stresses the important fact that development cooperation is in most cases transferring knowledge and skills. Bad or weak governance can be a result of a lack of knowledge and training can improve the achievement dramatically. The Ministry for Foreign Affairs trains people who go abroad to do development work and continuously observes what is happening in cooperation. Järvinen-Gavidia receives information from various meetings in different countries and she comments the cooperation. In Tanzania, there is an associate expert who monitors that the development issues are being implemented at the local level and, among other things, observes anti-corruption activities. (2007.).

## ***2.2 Integrity, Transparency, Accountability and the Rule of Law***

These terms are the founding principles of public administration, identified by the UN countries. These concepts should be practised and adopted by all UN member countries. What do these terms mean in the practices of public administration? Integrity is seen as honesty or

trustworthiness in the discharge of official duties and it is a way to prevent corruption. Transparency means free access of the public to information on decisions, while accountability refers to the responsibility of public officials to report on usage of public resources and answerability for failing to meet stated performance objectives. (Armstrong 2005, 1.)

How these targets have been achieved varies a lot depending on the area. South Asia is most behind the other member areas, while Africa is the second poorest when measuring how the targets have been achieved. Reasons for this have been considered and it seems that difficulties in reaching these goals lie in weaknesses in governance, poverty traps and policy gaps. Two thirds of the challenges for reaching these goals exist in Sub-Saharan Africa. There are actions against corruption in Africa, like “Convention on Preventing and Combating Corruption” which was realised in 2003. Fighting corruption is a fundamental value in governance reform and real investments are needed in rebuilding and strengthening the governmental institutions. (Armstrong 2005, 2, 5 & 8-9.) The training programme which is evaluated in this study is one step closer to anti-corruption and more accountable government. It is an attempt to improve the conditions of the public administration and a way to gain more public trust.

Good governance is one theme in the training of the personnel in Mwanza, and it is maybe the most important one. Mr. Gisabu Deusdedit from the University of St. Augustine gave a lecture about the issue in the training. He argued that good governance has been given a broad definition; on the one hand it emphasizes the socio-political and economic order of the country and on the other hand it aims to sustainable development regarding the environment. It also demands for proper management of the economy as well as fair competition in business. In his definition the features of good governance are: 1. Rule of law, 2. Transparency, 3. Accountability, 4. Responsiveness, 5. Legitimacy and competence, 6. A strong civil society participating in public affairs, 7. A bureaucracy filled with moral values and integrity. (Deusdedit 2006.)

Mr. Gisabu Deusdedit also emphasized the importance of democracy and brought out the question of the role of the Local Government in practicing democracy. Local Governments represent democracy at the grassroot level, and without effective Local Governments no democracy can be sustained. Moreover, the Tanzanian Constitution recognizes the central role of local authorities, as Article 146(1) declares that Local Government Authorities exist for the purpose of consolidating and giving more power to the people. The rule of law aims at avoid-

ing authoritarian rule and in that way enhances democracy. According to Deusdedit, the rule of law “*requires ordinary courts which are independent of the executive and have jurisdiction to enforce individual rights*”. It has sub-concepts which all call for equality for subjects before the law and state power based on law. (Deusdedit 2006.)

## **2.3 Corruption**

“*Corruption is a symptom of something gone wrong in the management of the state*” (UNDP 1997).

As described above, one of the main aims in the programme of good governance is cutting down corruption. A pre-election survey by Cooksey, carried out in 1995 in Tanzania, reveals that corruption was the public’s primary concern at least ten years ago in Tanzania. (UNDP 82.) The significance of cutting down corruption is emphasized in the report of Armstrong (2005) too. He writes that “*corruption in construction raises cost and lowers quality of infrastructure (...) It also undermines economic and sustainable development*”. He emphasizes that bribery has a real human cost when children cannot have proper education or people are robbed of their rights for health care. (Armstrong 2005, 7, 9.)

Moreover, corruption has been on increase in the context of Tanzania. The rule of law and the voices of people tend to stay weak. There also seems to be a lack of confidence among people on their leaders. (The Tanzania Development Vision, 11.) This justifies the situation and the need for the training to improve the conditions of the people in Mwanza, and it is admitted by the governance.

Corruption causes several costs. It can distort the performance of the government in many ways. In general, research suggests that high corruption levels are harmful to economic growth. Indeed, corruption has a pervasive impact on the poor since it distorts public choices in favour of the wealthy and reduces the state’s ability to provide a social safety net. A corruption trap is also possible, in which corruption breeds more corruption and discourages legitimate business investments. Poverty makes governance reform difficult but not impossible. (UNDP 1997, 35, 45-47.)

Concern over corruption is a central part of the Finnish international development cooperation. In the Handbook of Anti-Corruption Techniques (Ministry for Foreign Affairs, 2002), it is said that corruption is a problem both in the developed and developing countries. It is also noticed that corruption prevents sustainable development and bad governance is often connected with corruption. (Ibid. 6-7.) In the Finnish Law, Good Governance means impartial, open and fair administration. Authorities and officials are expected to act according to the law so that people can put their trust in officials and institutions. Giving and receiving bribes is prohibited by law and administration should also be public. (Ministry for Foreign Affairs 2002, 38-40.)

The Ministry for Foreign Affairs has bilateral programmes and one of them is to support Tanzania's anti-corruption programme. Finland supports Tanzania's Prevention of Corruption Bureau in their work against corruption. However, these kinds of programmes should be supported only in countries where Finland has sufficient resources to follow the implementation of the programme. (Ibid. 16.) Herein it is presented that corruption is an issue in Tanzania and it is also recognized in the International Development Cooperation. This gives even more justification to the training programme in Mwanza, which is really in order. The anti-corruption policy guidelines can be found in this publication too, and they emphasize for example bilateral dialogue and harmonising laws through international recommendations. In the guidelines the role of Finland is seen as active and the UN and financing institutions are also mentioned. (Ibid. 70.)

## **2.4 *Takrima – a Customary Way of Corruption***

The word “takrima” stems from the Kiswahili word “ukarimu” which means generosity or hospitality. The practice is almost ancient, but the term takrima is considered quite new. It simply means a form of tip which is offered voluntarily. Despite that it is voluntary to practice takrima, it has become a dangerous habit and it has created classes. Some can afford to give some tip and some cannot, which creates favouritism. It was also stated in The Electoral Laws Act 2000 that anything done in good faith as an act of normal or traditional hospitality should not be deemed as illegal. (John 2005.)

When reading examples of takrima, it is easy to understand how this kind of “traditional hospitality” works. Politicians may give material to poor people in “good faith” and that way gather support and votes. Especially women fall into the takrima trap when politicians distribute free clothes, food or even hard cash to them. (Anti-corruption resource centre 2006.) The editor of The Citizen of Dar es Salaam, Joachim Buwembo writes that if Julius Nyerere (former president) came back today, he would not recognise an election campaign in his country. Back in his time it was a privilege to be the poor guy in the race for parliament, whereas nowadays the best candidate has to be one who makes voters happy. (Buwembo 2005.)

Takrima is now in the past, at least when talking about its legality. The High Court of Tanzania declared takrima as unconstitutional. The judges saw that takrima is discriminative and leads the nation to a bad destination. It was also said that the Parliament contravened Article 13 (2) of the Constitution by allowing such provision to National Elections. (Keregero 2006.)

As a way of corruption, takrima should not be legal anymore. However, it certainly will not disappear overnight, but the concept of takrima reveals how unnoticeable and common corruption is. It is rooted deeply in the society and culture and it requires serious work to make it totally disappear.

## ***2.5 Training as a Means to Develop Human Resources***

There are several justifications for choosing human resources as the central part in the development program. In this training, human resources are the essential target of development and therefore I find it necessary to clarify some points about developing human resources. This training can be seen as a means to develop human resources, and the role of evaluation is to figure out whether it had any effects on them. Ranis (2004) stresses one point of view, relating to the fact that nations must attain a certain level in human development before future economic growth becomes sustainable. The changes in human capital matter most for the endogenous growth theory, while the level of human development is the path for a nation’s sustainable development. Of course education alone cannot increase the economy, but investments, technology and policies are other important determinants. (Ibid. 6, 9.)

However, human resource development (HRD) plays a critical role in the nation's growth,. The overall performance of Tanzania During the years 1960-1992 is seen as vicious development. To break away from the fierce continuum, it is important to develop human resources. Focus on human development should be included in every reform programme, because economic growth will not be sustainable without investments in human resource development. (Ranis, Stewart & Ramirez 2000, 210, 213.) The most commonly used terms in human resource development are education, training, vocational training and competency development. As emphasized here, education and training play a crucial role in the development of human resources, but we have to understand this also in the context of the developing nations. Political, economic, socio-cultural and technological issues have a determining influence on HRD also in the Western countries, but especially in the developing ones. (Cox, Estrada, Lynham & Motii 2005, 439, 446.)

Swanson (2001, 304) defines human resource development as a process of developing and/or unleashing human expertise through organization development and personnel training and development. He makes the following classification:

- In the organization development process, the organizational change is systematically implemented for improving performance,
- Personnel training and development is a systematic process to improve expertise of individuals for improving performance.

In comparison, McLean and McLean (2001, 322) define human resource development in the international context as follows:

*"Human resource development is any process or activity that has the potential to develop adults' work-based knowledge, expertise, productivity and satisfaction, whether for personal or group gain, or for the benefit of an organization, community, nation or ultimately, the whole of humanity."*

Roe (2002, 195) brings up an interesting point concerning the competence of employees. He stresses that competence is more than just academic skills and summarizes it in the following way: "competence should be defined as a learned ability to adequately perform a task, duty or role". Roe continues that competence is usually acquired in a process of learning-by-doing in the actual work situation. He highlights an interesting question of how competence relates to

performance and answers that high level competence is needed for good performance, but it does not guarantee adequate performance. There are also many personal and situational factors which influence individual performance and a person may not perform well because of a lack of motivation, illness or something else. (*Ibid.* 195.)

Roe presents a point which justifies the training of authorities in Mwanza. The attitudes of the employees are an important issue, because they have an influence on their performance even though their competence was high. That is the key element on which the training focused; it tried to both increase academic learning and change attitudes. This is also presented in the power point slides of the training in the context of knowledge management in the following way:

**SOFT” SKILLS + “HARD” SKILLS = experienced professional**

Here soft skills are client skills and interaction skills, while hard skills are learned by studying and academic skills. These together constitute the entire work personality which is intended to be supervised by knowledge management. (Summary of the project 2006.)

HRD is itself a complex issue and practising it in a different culture, in Africa, does not make it any easier. In addition, there are 2041 employees in the Mwanza City Council working in nine Departments (Mwanza City Council 2002/2003, 40). The training which is evaluated in this study was arranged for 76 persons, and in order to have better and permanent results of the training, these trained public servants should transfer their knowledge to the other employees.

### 3 Tanzania

This chapter presents some facts about Tanzania. Its purpose is to give every reader of this evaluation a perspective of what kind of a country Tanzania is and what the most important characteristics of the country are. The map below shows where Tanzania is situated in Africa and moreover, where Mwanza is located in the country of Tanzania.



**Figure 1 The Map of Africa and Tanzania**  
[\(http://worldatlas.com/webimage/country/africa/tz.htm\)](http://worldatlas.com/webimage/country/africa/tz.htm)

Tanzania is the biggest land area among the East African countries (i.e. Kenya, Uganda and Tanzania) (The Tanzania National Website 2007). The official name of the country is the United Republic of Tanzania. It was a German colony from the 1880s until 1919 and after that a British Mandate until 1961. The country became independent in 1961 and the first president, Julius Nyerere brought African socialism, emphasizing justice and equality, to Tanzania. In 1964, Tanganyika was united with Zanzibar, forming the United Republic of Tanganyika and Zanzibar, later named as Tanzania. (The Tanzania National Website 2007.)

The estimated population in Tanzania is 37.3 million people (the rate is from 2005), about 50 per cent of people living below the poverty line. Infant mortality has decreased from 88 deaths per 1000 births to 68 deaths per 1000 live births during the years 1996-2005 (The Economic Survey, 2005). The climate of the country is tropical and the hottest period is between November and February, while the coldest period takes place between May and August. (The Tanzania National Website 2007.)

The economy of Tanzania is critically dependent on agriculture which provides 85% of export products and employs 90% of the labour force. However, the climate limits growing of cultivated crops to only 4% of the land area. The major export products are coffee, cotton, tea, tobacco and cashew nuts. Various institutions, like the World Bank, have provided the country with funds to rehabilitate Tanzania's deteriorated economic infrastructure. (*Ibid.*) Unemployment is still a burning problem, particularly among young people (The Economic Survey, 2005).

### **3.1 The Governance of Tanzania**

There are several socio-political development programmes in Tanzania, one example of them being "The Tanzania Development Vision 2025". The three principal objectives of the vision 2025 are the following: achieving quality and good life for all; good governance and the rule of law; and building a strong and resilient economy that can effectively withstand global competition (Malocho, x). As can be noticed here, the concept of good governance is recognized as a good aim to strive to also in the official vision of the country.

Since attaining political independence in 1961, Tanzania has held Presidential and Parliamentary Elections every 5 years without exception. Following the results of the Presidential and Parliamentary Elections held on 14<sup>th</sup> December 2005, H.E. Jakaya Mrisho Kikwete was elected president. Since 1985, Tanzania has followed a two-term limit for the Presidency. The country enjoys political stability and all former Presidents, Vice Presidents, and Prime Ministers live in Tanzania and are well respected. (The Tanzania National Website 2007.)

Tanzania is still among the world's poorest countries. Half of the population lives in poverty, with an average annual income below \$200. In addition, Tanzania's foreign debt, about \$7 billion, is a crippling burden on the economy. Annually, Tanzania receives over \$1 billion in aid, which helps to develop the economy. (Finke 2003, vi.)

The local government is recognized in Tanzania by law. However, it was abolished in 1972 and re-mobilised in 1982. Legislation on local authorities was passed in 1992 in order to improve the functioning of the local authorities. Indeed, an improvement programme was intro-

duced in 1996, which aimed at increasing the capacity of the local authorities. (Teittinen & Sandi 2005, 14.)

In October 1995, Tanzania held its first multi-party election and the one-party rule came to an end. For administrative purposes, Tanzania is divided into 26 regions (mkoa), 21 of them being on the mainland and five in Zanzibar. The regions are divided into 98 districts (wilaya), each with at least one council which are also known as local government authorities. In the mainland there are 22 urban councils and 92 rural councils. (CLGF 2007.)

In December 2005, an election was held in Tanzania. Mr Jakaya Kikwete of the CCM party (Chama Cha Mapinduzi) was elected president. CCM won 206 of the 232 publicly elected constituency seats. (CLGF 2007.) It can be said that despite of the multi-party election, these numbers tell that there is still one ruling party, CCM, left.

### ***3.2 Facts about Mwanza and the Political Decision-making System***

Mwanza is the second largest city in Tanzania and also the centre of the largest ethnic group, Wasukuma. Mwanza is located in the northern part of Tanzania, and Lake Victoria, the largest lake in Africa, dominates the landscape. (The Economic Survey 2005). Smallholder agriculture employs 85 per cent of the population; besides this the area has been one of the main producers of cotton. (Mwanza-guide 2007.) The population in Mwanza is about 620,000 inhabitants (in 2002). Previously, the region was one of the districts of the Lake Provence, but after independence all the Provinces were made regions. The Mwanza region was part of the Lake Region until 1963 when it received the status of an independent region. (Karibu Mwanza.) Mwanza has the second highest population density after Dar es Salaam, with 163 people living per square kilometre (The Economic Survey 2005).

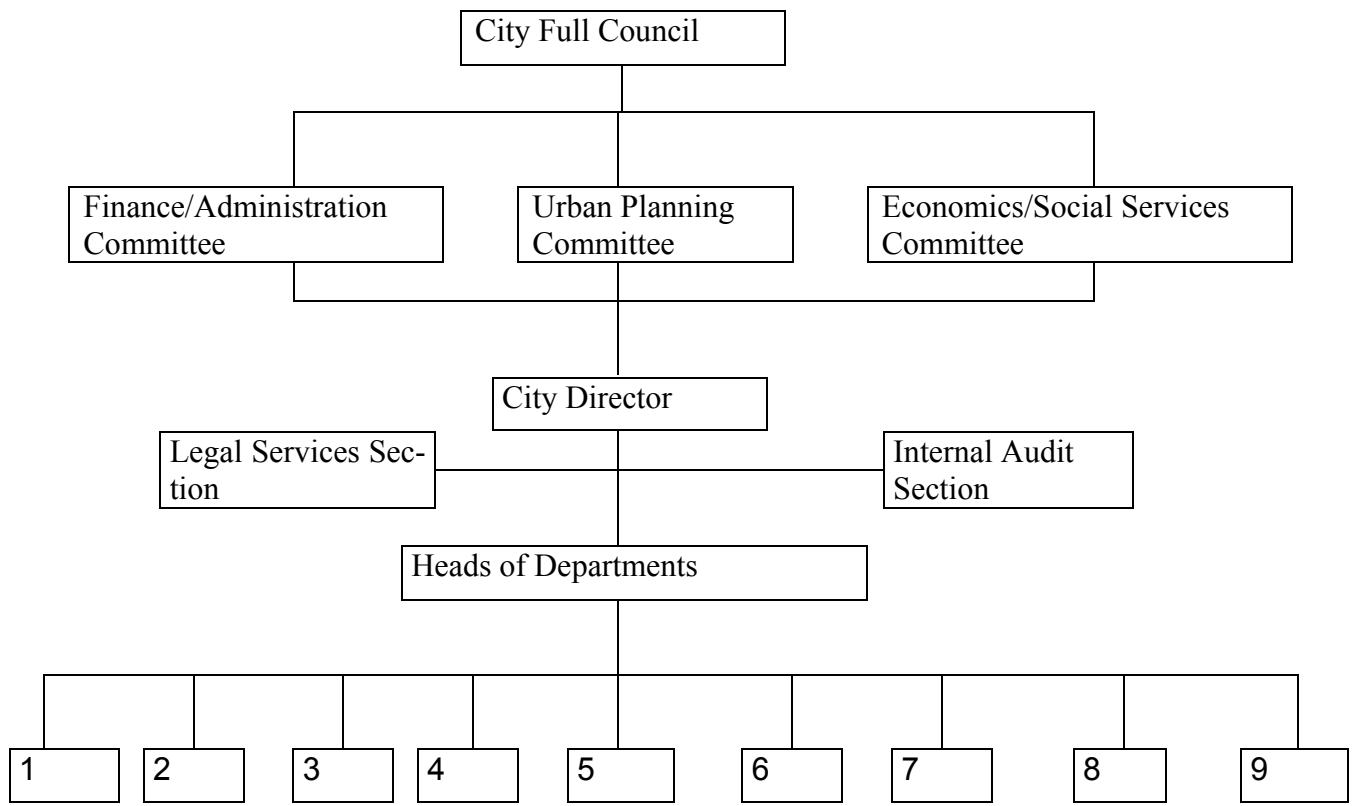
Mwanza's political decision-making system consists of a city council, three standing committees and 20 ward development committees, as well as of 471 neighbourhood committees (Mtaas), 72 hamlets and 8 village councils. There are 30 members in the city council. 20 of these are elected councillors representing the 20 wards of the city, 8 are female councillors nominated by political parties and 2 are members of the Parliament. (Teittinen & Sandi 2005, 14.)

At the top of the Council's Management Structure is the Full Council which is the supreme body in decision-making. Three standing committees give reports and proposals to the Full Council: the Finance and Administration Committee, the Urban Planning and Environmental Issues Committee and the Economic, Health and Education Committee. The most important one is the Finance and Administration Committee which convenes once a month, while the other two committees convene four times a year. These Committees receive reports from nine Departments through the Chief Executive Officer which, for one, has two supporting units, the Legal Services Section and the Internal Audit Section. These two sections give advice to the City Director. (Mwanza City Council 2002/2003, 9-10; Teittinen & Sandi 2005, 14.)

All in all, the city is divided into 20 administrative wards, each with their own representative body, the Ward Development Committee. The committee is chaired by a councillor elected from the area. The system reaches also the grassroot level. The 20 wards are divided into smaller neighbourhoods with 30 to 40 households. (Teittinen & Sandi 2005, 15.)

**Mtaa** is the neighbourhood committee where all participation begins. Grassroots level planning is done in this unit. Every neighbourhood has its own elected chairperson and committee, and a certain proportion of the members are women. At the same time, the **Village Councils** operate in rural areas. They are autonomous bodies that can decide on the development of their area. There are 25 members in a village council and there is also a quota for female members. The councils discuss development ideas for the hamlets, for example restoring the roads. **The Ward Development Committee** is the decision-making body of the ward. It is a small organ that prepares issues for the city council and convenes four times a year. Participants include street chairmen, officers and also some NGOs, 60to 70 people altogether. (Teittinen & Sandi 16-17.).)

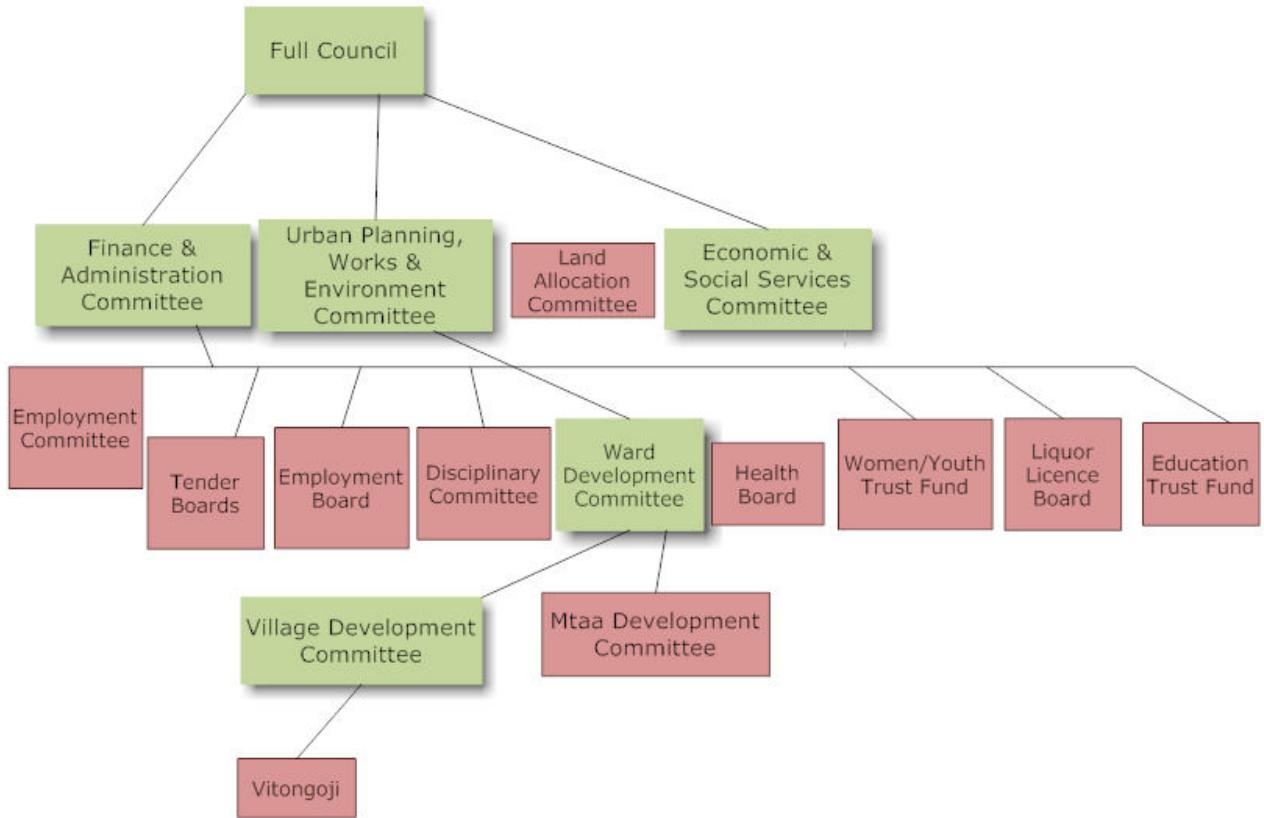
The Management Structure and the names of the nine Departments can be seen in the following table (Mwanza City Council 2002/2003, 10).



1. Education and Cultural Department
2. Health Department
3. Cooperative, agriculture and Livestock Department
4. Urban Planning Department
5. Economic and Trade Department
6. Finance Department
7. Works Department
8. Administration Department
9. Community Development Department

**Table 1 Management Structure in Mwanza**

The following chart clarifies more the political system of the city of Mwanza and especially the position of the Wards and Villages (Sandi & Teittinen 2005, 15).



**Figure 2 Representative decision-making system in Mwanza**

Considering this study, the Local Government Authorities are the basic units to deliver services and therefore the most important institutions to be trained. The Local Government Reform Programme aims to improve the delivery and therefore the Local Government Authorities must be improved as well. The following is a brief introduction to the LGAs is, held by Mr. Kabwe on 23<sup>rd</sup> of May in 2007.

Local Government Authorities are government units with a legal status which are responsible for the facilitation and maintenance of law and order, the promotion of local development through participatory processes and social development, as well as for providing public services. The LGAs are subdivided into sub-district governmental units which were mentioned above: Wards for both urban and rural councils, Villages and Vitongoji for rural and Mtaa for urban councils. These units have only a little or not at all budgetary power. (Kabwe 2007.)

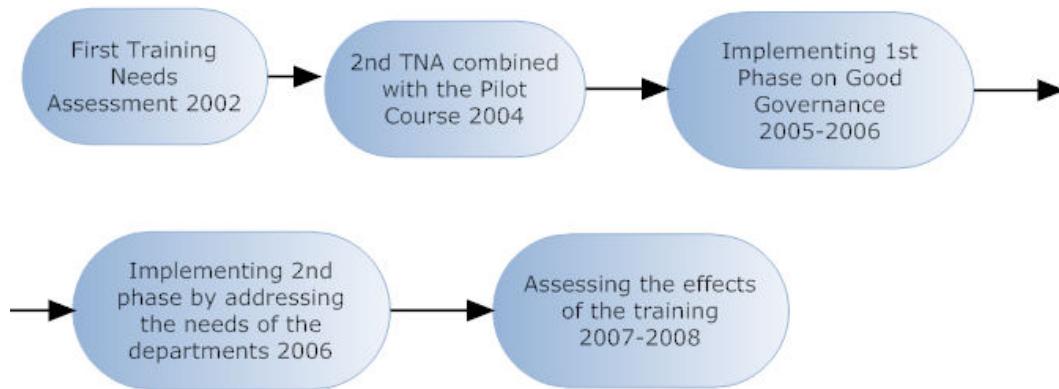
## **4 The Basis and Main Characteristics of the Training**

As an evaluator, I have to answer to a crucial question before starting the evaluation: why has this kind of training been organized? What are the purposes of the training and are they necessary for the development of Mwanza and Tanzania?

Many answers can be found from the history and culture of Tanzania. As I have mentioned before, it has been argued that Africa can develop if it has good and accountable governance. At the local level, it is important to develop human resources, also known as local government authorities. This is a way to start the change and lead people to better governance.

The co-operation between the cities of Tampere and Mwanza began already in the late 1980's. In 2002 the co-operation project was accepted as part of a larger North-South co-operation programme led by the Association of Finnish Local and Regional Authorities and financed by the Ministry of Foreign Affairs, Finland. (Teittinen & Sandi 2005, 3.) A central part of the co-operation has been the good governance training for the authorities of the city of Mwanza. The needs for training were assessed first and the training was implemented during 2005 and 2006 (Summary of the project 2006). In 2002 no training was organized, even though a training needs assessment was carried out. The reason for that were too subjective expectations of the local authorities. The training was planned in a way that it could be useful to everyone who took part in it, and that kind of training was carried out in 2006. Personal needs were partly rejected and the aim of the training was to create preconditions for implementing the Mwanza City Council Strategy and Local Government Reform Programme. (Komonen 2007.)

The last phase of the project is to evaluate the effectiveness and impact of the training. The purpose of this study is to evaluate how the authorities who participated in the training have understood the training and its aims and whether they have changed their attitudes or behavior. An additional aim is to assess if the authorities have carried out the principles of good governance in their own work and work community. Figure 3 clarifies the phases of the project. (Summary 2006.)



**Figure 3 Procedure of the Long Term Training Course**

The main objective of the course and the training was to create preconditions for implementing the Mwanza City Council Strategy and Local Government Reform and their principles in management and administration. This means that more power has to be given to the municipalities so that the Office of the President cannot determine everything. The reform also requires authorities that are accountable and transparent and who can deliver efficient and effective service and also ensure that a participatory approach prevails in all decisions. These are the objectives of the training.

#### **4.1 The Training Needs Assessment and the Local Government Reform Programme (LGRP) in Tanzania**

As was mentioned in the previous chapter, the training needs assessment was carried out for the first time in 2002. However, because expectations and wishes were too subjective at that time, no training was carried out. During 2005 the facilitators met and planned a training which aimed to create preconditions for implementing the Mwanza City Council Strategy and Local Government Reform Programme. The training also included the principles of management and administration.

The overall goal of the Local Government Reform Programme is to improve the quality of and access to the public services provided by the local government authorities. The Local Government Reform Programme consists of six components which are also its objectives: governance, local government restructuring, finance, human resource development, institutional and legal framework, and programme management. All these components can be

summed up in the following goal: “*The over-arching goal of the reform is to create good governance based on political and financial accountability, democratic procedures and public participation*”. (Summary of the project 2006.)

The framework of the training is the Reform Programme and its requirement of good governance. The training was implemented in a way that serves this requirement and gives tools for the local authorities to enhance good local governance.

In the early 1990s, the Government of Tanzania set out to reform its Public Services, and it was noticed that the Local Government, a significant part of the public services, needed a separate reform and attention. A decentralization system was introduced earlier, in 1972, but it failed due to bureaucracy and a lack of flexibility. The local Government Reform Programme was formed in 1997 in a meeting of development partners showing interest in it, and in December 1998 a Detailed Action Plan and Budget was presented for the period from 1999 to 2002. Phase 1 began in July 1999, exact implementation in January 2000. Due to different issues, the reform was slower than assumed and it needed some adjustments. The main blockages to progress were outside of the control of the Local Government Reform Team. The prerequisites for a local government reform were now specified as Fiscal Decentralization, HR autonomy for LGAs and Legal harmonization. (Kabwe 2007.)

The Policy Paper on Local Government Reform from 1998 sets out the policy of decentralization by devolution. The aim is to reduce poverty by improving the delivery of services particularly in education and health. The prerequisite for this improvement is effective Local Government Authorities. The LGRP itself has four main dimensions: Political decentralization, Financial decentralization, Changed central Government and Administrative decentralization. (Ibid. 2007.)

This programme was reviewed in 2001 and 2004 and the blockages to progress were identified and recommendations how to avoid these blockages made. Now the LGRP is seen as a vehicle with the help of which the Government promotes and drives the decentralization process, and it involves changing the way business is carried out across Tanzania. Its purpose is political and it is seen that decentralization is a journey rather than a destination. An important point is that *the reform demands a complete change of mindset of the leaders at all levels as well as the general public*. (Kabwe 2007.)

## **4.2 Course Themes and the Methods of the Training**

The training was carried out in spring 2006 and it lasted seven days. The participants were divided into four different groups and the course had 12 different themes. There were six facilitators in the training:

Mr. Justin Chassama from MCC

Mr. Lefi Pascal from MCC

Mr. Majaliwa C. Byekwaso from MCC, City Accountant

Mr. Gisabu Deusdedit from SAUT, Lecturer & Coordinator

Mr. Alfred Luanda from MCC, City Town Planner

Mr. Vesa Komonen from the City of Tampere, Development Coordinator

Course themes were the following:

1. MCC strategy and reform programme - essential foundation for new management skills
2. Profounding terms of public administration
3. Leadership in the reform and development processes- knowledge management
4. Teamwork – an alternative to bureaucratic work organisation
5. Development discussion between supervisor and subordinate
6. Good Governance
7. Training on Good Administration Procedure
8. Status of a Client in public services
9. Human Resource Management
10. Staff Planning and OPRAS (Open Performance Review Appraisal System)
11. Urban Infrastructure Planning
12. Financial Management

The themes were divided between the facilitators so that Mr. Vesa Komonen gave a lecture on themes 1-5, Mr. Gisabu Deusdedit had themes 6-8, Mr. Justin Chassama and Mr. Lefi Pascal gave a lecture on themes 9-10, Mr. Alfred Luanda had theme number 10 and Mr. Majaliwa C. Byekwaso theme number 11. The course days lasted from 9am to 4 pm with a couple of breaks. (Summary of the project 2006.)

The training itself consisted of lectures and a participatory group method. The themes and the lecturers are presented above. The participatory group method called OPERA gave people a chance to discuss the topics and use the Swahili language. This method was chosen partly because of the lack of a shared language. The method gives a chance for democratic discussion and is a tool for learning. The name of the method is explained in the following:

**O** wn suggestions

**P** air suggestions

**E**xplanations

**R**anking

**A**rranging

(Innotiimi 2007.)

## **5 Implementing Evaluation Research**

### **5.1 The Research Problems**

The objectives of the study are the following:

1. To clarify the background and purposes for the training.
2. To evaluate the effects of the training programme and especially the themes 1-8 of the training.
3. To evaluate whether the attitude climate of the local authorities has changed.

There were 12 main themes in the training, but owing to the limited space and time of this evaluation, I will not evaluate every theme of the course. According to Komonen (2007), the most important themes are the numbers from 1 to 8 due to their determining role for the objectives. I will concentrate on these themes as the central parts of the training but also as the most important ones in terms of the future and prevention of corruption. However, the overall aim of this study is to find out if the so-called attitude climate has changed in Mwanza and whether the local authorities have changed their behaviour after the training.

### **5.2 Research Strategy and Methodological Choices**

Purposes of evaluation are endless. Many authors have written about evaluation and stressed partly the same issues and partly different ones. The Ministry of Foreign Affairs of Finland outlines evaluation in the following:

*“Evaluation is a systematic and objective assessment of the design, implementation and outcome of an on-going or completed intervention. The two main purposes of evaluation are i) to improve future aid policy and interventions through feedback of lessons learned and ii) to provide a basis for accountability, including the provision of information to the public.”* (39, 2007.)

It has to be noted here that this evaluation is not financed by the Ministry, so it does not exactly follow the guidelines of evaluation given by the Ministry of Foreign Affairs. However,

there are some important points in the guidelines which I am going to highlight in this study. The purpose of this chapter is to elucidate the main definitions of evaluation research and to explain it particularly in the context of social work which is crucial for my study.

The purpose of evaluation is to generate and increase understanding and to find out explanations for factors underlying public problems (Chelimsky 1997, 10-14). In Chelimsky's classification, evaluation consist of three general perspectives:

1. evaluation for accountability (for example measuring efficiency)
2. evaluation for development (for example evaluating helps to strengthen the institutions)
3. evaluation for knowledge (for example the acquisition of a more profound understanding in a specific area)

In my study, the major concern is to gain more knowledge about the local authorities and what has been achieved by the programme. For this reason I classify this study in category 2 after Chelimsky's division.

Patton (2002, 10) defines programme evaluation as a systematic collection of information about the activities, the characteristics and the outcomes of the programmes to make judgements about the programme, improve the programme and/or make decisions about future programmes. He also emphasizes that when this kind of examination of effectiveness is conducted systemically and empirically through careful data collection and thoughtful analysis, one is engaged in evaluation research. (Ibid. 10.)

On the contrary, Rossi and Freeman (1985, 19) define evaluation research as the systematic application of procedures for social research, so it can be used to judge and improve programmes related to human services. Evaluations employ approaches from social sciences to gather valid, reliable evidence and thereby use the "rules" of social studies.

Guba and Lincoln (1990, 253) argue that evaluation is, before all, a socio-political process. We must not forget social, cultural and political factors which have an influence on evaluation. According to them, evaluation is a collaborative process which, surprisingly, does not end at consensus, but disagreements become a part of the next study. In their definition, they

also bring up the aspect that evaluation is a continuous and emergent learning process which has unpredictable outcomes. It is also a process that creates reality and has no end point at which the truth would be known. (Ibid. 253-255.) Evaluation seems to be a very complicated and multidimensional concept, and here I have elucidated only a few clarifications to which I can compare my study and reflect on what kind of evaluation it will be.

### **5.3 Constructivist Paradigm**

According to Virtanen and Uusikylä, (2004) there is a paradigm crisis in evaluation which concerns assumptions about causality. They highlight the complex nature of the modern society and the difficulties to capture it with mechanistic evaluation approaches. One thing that they criticize in evaluation is that too often banal answers are produced to complex and multidimensional societal problems. (Virtanen & Uusikylä 2004, 77-78, 87.) So here is one great challenge: how to produce answers which tell us something new, not only something that we already know? As a researcher, I have to try to understand people instead of using some mechanistic approaches.

Shaw (1999) differentiates four main paradigm positions that we can discern in evaluation research. The positions are positivism, postpositivism, critical evaluation and constructivist evaluation (ibid. 19). In the following, I will reflect my research on each position and justify why I chose this particular paradigm.

**Positivist** position tries to find out the true nature of reality and how it truly works. It also encompasses objectivist epistemology. This position has been in decline for at least 50 years, because it is difficult to find social theorists who believe that there are absolute justifications or absolute truths. (Ibid. 19.)

Although there are no absolute justifications, there are some justifications. We may be warranted in holding particular views, but we cannot assert that something is true or that our warrant is unchallengeable or that it will be forever warranted. This is how the **postpositivist** approach places the question about truth. (Ibid. 19.) It is based on a view that systematic and stable relations exist between social phenomena. The regularities that link the phenomena can be expressed in terms of causal relations. Research consistent with this paradigm seeks to establish generalizations. There are constructions underlying individual and social life, and al-

though they might not be visible, they are not invalid. Usually there is an emphasis to use quantitative methods and large-scale data sets, but there are exceptions. (Owen & Rogers 1999, 87.)

**Critical evaluation** comprises many approaches which all share an emphasis on the pervasiveness of values in practice. This paradigm tries to eliminate false consciousness. It facilitates transformation and takes a realist position. (Shaw 1999, 19.) One example of the critical approach is empowerment evaluation. It aims to make social changes and emphasizes self-sufficiency and self-determination, rather than statistically measurable changes. Usually one requirement is that the evaluator is in an active role and will be committed to the organisation for a certain period of time. (Owen & Rogers 1999, 229.)

The fourth paradigm is based on a view that reality, or at least social reality, is socially constructed. Therefore there is no objective reality. This paradigm is called **constructivism** and it aims to find a sophisticated description that consist of the perspectives of all concerned. Evaluation based on this paradigm focuses on assembling descriptions and analysis from relevant people, including clients, and seeking agreement. (Owen & Rogers 1999, 87.) The constructivist paradigm is in some cases called an interpretative paradigm or hermeneutic paradigm. It is based on relativist, not realist ontology.

The foremost theorists of constructivist evaluation are Guba and Lincoln who define reality completely as a human construction that depends entirely on agreement among participants.

*“Now constructions are, quite literally, created realities. They do not exist outside the persons who create and hold them; they are not part of some objective world that exists apart from their constructors.”* (Guba & Lincoln 1990, 143.)

To clarify this paradigm more, I use Pawson and Tilley's (2000, 19) overview. They have presented it as a figure, but I use it here in a written form to make it more understandable.

**Epistemology:** relativism, truth is always attached to some standpoint rather than being external to the beliefs of any group.

**Ontology:** the perspective begins with a theory of a social world constituted in everyday meanings which are attached to it within the reasoning process. This process is present in all social interaction which

**(Programming)** regards programmes as loose amalgams of the constructions of a range of stakeholders involved in the initiative, which

**(Method)** gives research the task of examining stakeholders' meanings qualitatively in an attempt to reconcile them through a process of negotiation which aims to produce consensual constructions, which

**(Progress)** are not treated as findings or explanations, but constructions and thus open for further negotiations in an ongoing process, which

**(Utility)** has the open-ended goal of enlarging the collaborative process in a way which seeks to empower and educate all stakeholders. (Pawson & Tilley 2000, 18-19.)

Their clarification explains how the constructivist paradigm has spread. Constructivism is considered as the opposite of the experimentalist search for causal laws. The engine of the constructivist method is an exchange of meaning between the researcher and program participants. There is a quest to understand human meaning and this has to be done by defining the meaning of social inquiry.

Constructivist evaluation progresses in four phases. First, there is a need to identify the stakeholders and second, to identify their images and experiences. Finally, the study continues by collecting data about unsolved evaluation questions and then by negotiations about gathered knowledge. Constructivists emphasize the social and political character of evaluation research and require that it should mirror enough values and images around evaluation. The cornerstones of constructivist evaluation are stakeholders and their interests, values and expectations. (Guba & Lincoln 1990, 38-42.) Constructivism demands inquiry to be moved out of the laboratory and to be brought to the natural context, and observes processes outside the laboratory. In that way it is possible to discern the meaning implicit in human activity, and this demands qualitative rather than quantitative methods. (Ibid. 78.)

The constructivist paradigm tries to seek agreement, but it is not my intention here. My purpose is to collect as many opinions as possible, both from the facilitators and from the authorities in Mwanza. I do not try to find results that please everybody, but as authentic and honest answers as possible. However, as the constructivist paradigm attempts to find consensus, I have to ignore this requirement. If different parties have different thoughts about the programme, the result is that there can be no consensus. Despite of this, the constructivist paradigm seems to be the best paradigm when giving voices to different kind of people. The purpose of the constructivist paradigm is not to make generalizations or utilize findings in the future. However, it might be possible to make some generalizations of my findings.

As I have mentioned, my task is to evaluate what kind of changes, if any, the educational programme caused. I think it is impossible to have any “right” answers. Instead, I will get opinions and maybe some clarifying examples about changed practices from the field. I am interested in knowing how the local authorities find this programme and whether they feel that it has changed their thinking or had influence on the attitude climate. This is why I cannot rely on the **positivist** paradigm. It is axiomatic that I cannot find absolute truths, but my intention is to figure out how people construct their everyday life at work and evaluate the practices after the training. These are the main reasons why I chose the constructivist paradigm for my research. The conceptions which I will get from the participants will be construed in some way and the main idea is to find out what they think about the training and work climate after the training was carried out. I do not base my research on the **postpositivist** paradigm either, because I am not seeking for causalities, but for some idea about the results of the educational programme. And it is also quite clear that I am not making generalizations, just evaluating the effects of this single programme.

I abandoned the critical approach too because I will not to try to eliminate anybody’s false consciousness. I do not believe that there exists false consciousness because we are dealing with people’s impressions about this programme and its benefits or failures. During this chapter I have justified the use of the constructivist paradigm and clarified why I find it the right one for this kind of evaluation and research. Next I will present the benefits and limitations of this paradigm, because although it is suitable for this research, it is not a watertight method.

Guba and Lincoln present a view which is radical and wide and has been criticized very much. Because of the limitedness of this study, this will only be a scratch on this topic, but

gives a glimpse for the reader. The main limitation in the theory of Guba and Lincoln seems to be the demand for consensus. The evaluation process ends when consensus is reached and the evaluator's role is just to be a mediator. (House 1999, 58, 70.) However, there is one notable epistemological problem which I illustrate by the following:

*Even if everyone in the same room agrees that you can walk through the door, you still cannot walk through the door.*

If reality is just consensus of agreements, then walking through doors should be possible in the previous case. However, this is not the truth. I believe that I can avoid this gap in my study by not demanding absolute consensus and absolute radical constructivism. Furthermore, as this paradigm suggest, my role as an evaluator is just a mediator. It is not enough for some evaluators, but it is sufficient in my study and in this context.

In addition to other criticism, Virtanen and Uusikylä (2004) write in their article that “reading Guba and Lincoln after 14 years after its publication, the harsh attacks on quantitative methods are irritating – one might even assume that the attacks were their main point”. They also complain that the constructivist approach represents over-socialized interpretations of the reality of the programme and it tends to neglect the programme goals and focus too much attention on building consensus. (*Ibid.* 80, 83.) I have to take this into consideration and, of course, be critical. I think it is easier for me as I am an outsider researcher. In addition, Komonen (2007) said that any result is fine; they just want to know if the programme had any influence. That makes my job easier and I do not have to be afraid of just building consensus and not presenting the real results.

#### **5.4 Mixing methods: Qualitative and Quantitative Approach Together**

Because I collected the data using both a questionnaire and interviews, I see it is necessary to clarify their roles in this evaluation and write something about this kind of method mixing. Robson (2001, 86) points out that evaluation of effects is usually quantitative because numeric information seems to be more convincing. But he also stresses that the evaluation questions (in this study, the research questions) are the ones which determine the methods, and

there are no universal rules which to implement to evaluation. The most often used method is a questionnaire because it gives a lot of information quite fast. It is not easy to carry out the questionnaire, but it can be successful. (Ibid 123, 127.) A questionnaire is part of this study too because it enables giving several answers, while interviewing is more time consuming but, on the other hand, gives deeper information.

Qualitative data is dominant in evaluations which are based on the constructivist paradigm or evaluate the process itself. Evaluation is usually done in a limited context and its object is for example the development of organizational functions or an intervention project, which cannot be generalized to other contexts. This kind of evaluation usually adapts multiple research methods, like observation, semi-structured or open interviews and the analysis of different kinds of documents. (Patton 2002, 155-156; Nyqvist 2007.)

One burning and eternal question in all research is “should I choose the qualitative or the quantitative approach?”. I do not consider it meaningful to justify the use of the qualitative method by comparing it to the quantitative method, but preferably discuss the dimensions of the qualitative method in the context of Mwanza. When I read the material of the training, I noticed that this is even more important a question with this research method than it might be with other research methods. The point is that my research questions are the determination of the method I should use, not vice versa. Because the most important question was whether the attitudes of the public servants changed, I obtain deeper information by interviewing. It is also possible to observe interviewees during the conversation and see if they truly mean what they are saying.

Kelly (2004) writes that the majority of public-sector interventions will be formally evaluated in some way. She argues that it is important to find out what the ways that do work in evaluation are and what ways do not work. One of the key elements is also to figure out how things work so that we can learn and improve our future. (Ibid. 521.) In my research, the main interest is to find out if the programme had any effect on people's daily routines and whether it somehow improved the quality of their work. According to Kelly, there is no specific set of methods that makes a research project an evaluation, and evaluation research has been criticized for being a value-free way of measuring for example efficiency. But she also argues that methodological decisions about qualitative or quantitative designs are made at an early stage. (Ibid. 2004, 521, 526.)

Moreover, I can justify the use of qualitative methods also through Dale's (1998, 116) words: "*A lot of information cannot be quantified in any meaningful way; consequently the data will have to be largely explained qualitatively*".

He points out situations where it is necessary to use qualitative methods. One of these is the situation where "changes are the result of complex processes, involving many interrelated factors" (Dale 1998, 116). If the training in Mwanza caused any changes, I am sure the changes are the results of complex processes. In Africa, where corruption and inequality have been the dominant characters of the government for a long time, it is not simple to try to change those structures.

One of the reasons why I chose qualitative approach is the way how qualitative approach tries to "understand" and "explain". However, I also gathered information through a questionnaire, which can be considered as a quantitative method. The intention was to get versatile information because it would have been impossible to interview 76 persons. Alasutari (1994, 44) argues that qualitative research can include some quantitative parts, and that is the purpose of this study; to get a lot of information through mixed methods. I think that versatility is the key word in this case; hopefully I can obtain diverse data by collecting answers also from people who do not necessarily want to be interviewed.

There are three universally accepted ways to do interviews for evaluation: fully structured, semi-structured and unstructured (completely informal) interview (Robson 1993, 230-231). In programme evaluation, the semi-structured interview is the most common way to gather data besides questionnaires. It is also possible to talk about a theme list, in which the interviewer has worked on the main points and all the themes he or she should go through during the interview beforehand. In the semi-structured interview, it is possible to change the wording used in sentences or the order of the questions. It is also common to interview different groups: both clients of the programme and orderers of the evaluation. (Robson 2001, 137-139.) In this study, I decided to use the semi-structured interview or, in other words, the theme interview. I outlined the themes based on the questionnaires which I received in July 2007. More information about designing interviews and collecting data will be given in the following chapter.

Creswell, (2003, 211) for his part, writes about mixed methods. He argues that a researcher can collect both qualitative and quantitative data in phases (sequentially) or gather it at the same time (concurrently). If the data is collected in phases, as in this study, either qualitative or quantitative data can come first. However, in this case it has to be noticed that the data gathered through questionnaire is a lot more than just numbers. There are several open questions among the numerical questions. Because of this, the qualitative data has an important role in the study and it describes the results better. The quantitative data gives additional information and clarifies the answers in a form of a table. Creswell (2003, 217) also writes that a concurrent triangulation approach is the most common way to use mixed methods when a researcher uses two different methods. This method uses quantitative and qualitative methods separately to offset the weaknesses of the other method. My intention is to get valid information, but collecting the data was done in phases, not concurrently.

## **5.5 Data Collection**

The whole evaluation process has been implemented in cooperation with the city of Tampere and I have met with the facilitator Vesa Komonen and project coordinator Riikka Juuma several times besides our intensive communication by email. This has been necessary for me as an evaluator because the project has a long history which I have become acquainted with during the spring 2007. Both Komonen and Juuma have also visited Mwanza, so they have given me plenty of useful information concerning the practices there.

The objects of the study are the civil servants of Mwanza and particularly the training which has been implemented in co-operation with the city of Tampere. The study has been implemented in co-operation with people from Tampere, as well as with people from Mwanza, and especially the project coordinators Riikka Juuma from Tampere and Reuben Sixbert from Mwanza have been a great help during this study.

During the spring 2007, I read carefully through the training material and other documents that I received from Mr. Komonen. In addition, I also read a lot of material about Tanzania, especially about Mwanza, as well as literature related to the main issues: Africa, Tanzania, good governance and the development of human resources. All this was necessary background work for implementing a meaningful and high quality evaluation project.

In May 2007, eight civil servants visited Tampere and I met them once when we had lunch together. I participated also in the lecture of the Mwanza City Director, Mr. Kibwe, which was held in the city library of Tampere and the topic was “The Local Government Reform in Mwanza”. I gave the questionnaire (see appendix 1) to the project coordinator Reubert Sixbert from Mwanza, and he delivered it to the civil servants who had participated in the training programme. The aim was to get answers from everyone who had participated in training, from 76 people altogether. However, it turned out to be difficult. Due to the limited time for this evaluation, the questionnaire was not translated into Swahili. The translation of the questionnaire would not have been a problem itself, but translating the answers of 76 people would have demanded a lot of time. That is the main reason why the English version of the questionnaire was distributed to the civil servants.

The intention was to get all these questionnaires back before my trip to Mwanza. However, in the beginning of July I received only 37 copies, two of which were completed in Swahili. This was mostly due to language problems and Mr. Sixbert had to translate the questions one by one. Hence, in numbers the per cent of the received answers was 49%. Because two of the questionnaires were answered to in Swahili, I analysed only the numerical answers in those two papers. In quantitative research, the per cent would not be high enough, but in this unique study it is sufficient. Because of the language problems and a long distance between the evaluator and the respondents, it was very difficult to receive more questionnaires back. I asked the respondents several times during my visit in Mwanza, but because everybody was busy and no-one could translate the questionnaires, I had to be satisfied with these 37 papers. And in these unique circumstances 49% is quite good after all.

In spite of the problems which appeared with the questionnaire, the 37 copies gave me plenty of information, as well as a new perspective to my evaluation. Based on these answers, I compiled the themes and questions for the interviews (see appendix 2). I chose topics which seemed to be understood and of which people wanted to tell more, as well as critical aspects and issues that were not understood. I abandoned some issues which apparently were not understood and figured out that people do not have anything more to tell about these issues. One this kind of issue was knowledge management. One reason for choosing these themes was that they came up in the questionnaires. Particularly OPRAS and team work were highly emphasized issues in the questionnaires, so I wanted to gain more information about them. On

the other hand, I wanted to clarify some issues which were negative in the questionnaires, like future scenarios.

I travelled to Mwanza in the beginning of August 2007 and stayed there 10 days. During my visit, I met several people who work with this co-operation programme. Among them was for example the Mayor of Mwanza city as well as the City Director. I also met some of the facilitators, Mr. Gisabu, Mr. Chassama and Mr. Tilweselekwa, and they gave me another perspective to the training. Speaking with the facilitators made it easier to understand how the training had been implemented and what the atmosphere, conditions and other issues that might affect on the training were like. Because I have met only these three facilitators in Mwanza and one in Finland, they are the ones whose voice can be heard in this evaluation. Due to my limited time in Mwanza, I could not meet every facilitator, but it was more important to meet as many participants as possible.

The interviews were implemented during my visit. I asked Mr. Sixbert to choose about 10 persons for the interviews. It was impossible to choose certain persons on the grounds of their answers in the questionnaire, because they were answered to anonymously. Hence, the interviewees were chosen randomly by Mr. Sixbert. The criteria for the interviewees were that the sample should include both young and old people, as well as men and women so that I could have as wide a perspective as possible. Mr. Sixbert tried also to choose persons with whom it would be possible to discuss in English. However, this was not possible in every case and I had a local student, Roselyn Gabone, from SAUT with me in the interviews. She translated sentences from Swahili to English and vice versa whenever it was necessary.

According to Robson (2001), it is important to record the interviews in order to have high quality results. It is also useful to make notes during the interviews, because then it is possible to record also the wordless signs of the interviewees. The interviews should be written down letter by letter because this is the easiest way to do the analysis. (*Ibid.* 144-145.) I had a recorder with me and I recorded 8 of 10 interviews. One woman and one man of the interviewees did not want me to record their speaking and I respected their wish. I made notes during every interview, especially in those two which I did not record. I made these interviews in the employees' workplaces during the work day; therefore I got interrupted almost every time. I asked for a quiet space and privacy, but the interviewees usually answered the phone or served a customer in the middle of our discussion. Rooms were not always quiet and there

was a lot of background noise, and for that reason it was sometimes difficult to hear what is said in the tape.

On the whole, I interviewed 5 women and 5 men. Back in Finland, I wrote down word by word these 8 interviews which I recorded and took time to read them carefully through several times, as well as the notes from those two interviews which I did not record. The interviews lasted from half an hour to two hours, usually depending on how busy people were or whether they were capable of discussing in English.

## **5.5 Methods of Analysis**

The data was collected in two phases, first with questionnaires and then by interviewing. The data collected by both methods will be mixed in the analysis, because this way it gives a wider perspective to the evaluation and also answers to the research questions in a supplementary way. After having read the data several times, both the questionnaires and the interviews, I divided the data in six themes which describe the effects of the training in the most versatile way. In the following chapter, the results of the evaluation will be presented with figures and also with quotations. As Robson (2001, 176-177) writes, in practical evaluation the evaluator usually has different kind of data with the help of which it is possible to create themes and then use triangulation, in other words, verify the data from different sources. According to him, creating themes can be seen as a way of coding qualitative data and the analysis should start right away, even though some data would still be missing (Robson 2001, 177). That is what has been done during this evaluation; I started analysing the data right after I received the questionnaires and collected more information through interviews. In the results these two methods of collecting data complete each other and give a wide perspective to the effects of the training.

After I had read the questionnaires through, it was easy to see what the important issues in the interviews were. These issues, which were mentioned several times in the questionnaires, were mostly wide entireties like customer care. Some more specific concepts, like knowledge management were not understood well and several respondents had not answered to the question where I tried to clarify knowledge management. This was not a surprise, because knowledge management is a new thing in Finland too and these kinds of results were expected. Be-

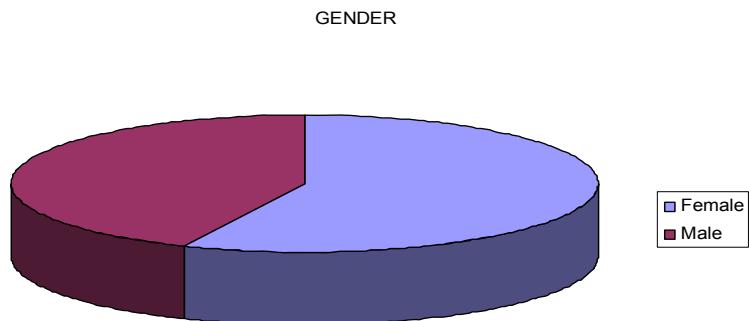
cause of this, I decided not to evaluate for example knowledge management but more familiar issues. In the interviews, I also asked about issues that seemed to be contradictory in the questionnaires.

The analysis of the data itself can be seen in Chapter 6. In qualitative research, description of the data is the basis of the analysis. There is also the risk that qualitative analysis is just description when it should be interpretation. An essential part of the analysis is the categorization of the data, and these categories (themes) are already deduction and interpretation. Interpretation can be seen to be successful when the reader can find same key issues in the text as the researcher has found. (Hirsjärvi & Hurme 2001, 145, 147 & 151.) In this study, I made this classification already in the summer 2007 based on the questionnaires. Then I collected more data by interviewing and used the data gathered by both methods in the analysis. In the chapter presenting the results, there are several quotations, but I find this necessary in order to let the participants speak for themselves. It is easier to understand the context of the training and what participants really think if many quotations are used. Numerical questions from the questionnaires are presented as figures, as well as the background information of the interviewees. These figures give another kind of and more versatile information to the reader when they are presented together with the quotations.

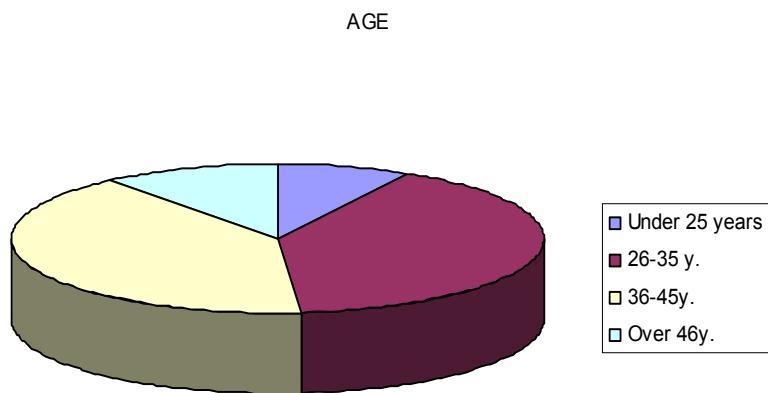
## ***5.6 Profile of the Respondents***

As it was said, 37 persons filled in the questionnaire. The background information asked in the questionnaire included the gender, age, employer and department of work, and this information is presented in the following figures. Mentioning the background information increases the reliability of the evaluation but at the same time I have to be careful that I will not expose too much so that the respondents will remain anonymous. The figures show the distribution of respondents. 21 of 37 respondents were women and 16 were men. Most of them were between 26 and 45 years old (15 persons per each category) and three of them were under 26 years old and four over 46 years old. As can be seen from Figure 7, most of the respondents were employees of the city (32 persons) and two from NGOs and three from the private sector. There is some background information mentioned in the quotations. I left out the age of the interviewees so that they could remain anonymous. Many people noticed my visit in the City Council, and therefore I thought that these interviewees are too easy to iden-

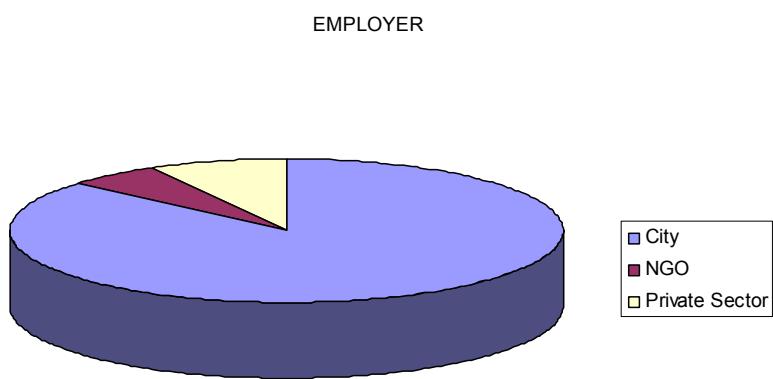
tify if I mention their age, but the questionnaires were filled in more privately and therefore the age category is mentioned.



**Figure 4** Gender of respondents



**Figure 5** Age of respondents



**Figure 6** Employer of respondents

The department of work is presented in Table 2. Because the same persons who I interviewed had already filled in the questionnaire, I cannot include their background information in the same figures and tables, because this way they would be twice in the statistics. Therefore the gender, department and work experience of the interviewees has been presented in Table 3. As I mentioned, I left out their age in order to keep them as anonymous as possible as I promised during the interviews.

<b>Department of work</b>	<b>Number</b>	<b>Per Cent</b>
Education and Cultural Dept.	3	8 %
Health Dept.	3	8 %
Cooperative, agriculture and Livestock Dept.	4	11 %
Economic and Trade Dept.	5	14 %
Finance Dept.	4	11 %
Works Dept.	3	8 %
Administration Dept.	6	16 %
Community Development Dept.	3	8 %
Media	2	5 %
Internal Audit	4	11 %
<b>Total</b>	<b>37</b>	<b>100 %</b>

**Table 2 The Department of work**

	<b>SEX</b>	<b>DEPT.</b>	<b>WORKING EXPERIENCE</b>
1.	Male	Media	6 years
2.	Male	Media	1 year
3.	Male	Education	2 years
4.	Female	Administration	6 months
5.	Male	Education	35 years
6.	Female	Community devel.	2 years
7.	Male	Community devel.	–
8.	Female	Education	8 years
9.	Male	Law	2 years
10.	Female	Health	3 years

**Table 3 Background information of the interviewees**

The information about work experience is missing with the interviewee number 7, because he started to talk about the training before I had a chance to ask about his background, and I as an interviewer made a mistake and forgot to ask it later during our discussion.

## **6. Results**

This chapter is the most important chapter of this study; it presents the results of the evaluation and discusses future scenarios. The aim of this evaluation was to sort out what kind of effects the training of the Tampere-Mwanza cooperation had. The intention was to evaluate the whole training, but as I have clarified before, it soon became clear that this is not necessary. It was important to find out how the participants of the training saw the training arrangements. Were there some fundamental problems which hindered learning? This chapter will clarify the view the participant had about the training in general.

Because I have used both a questionnaire and interviews in this study as a way to collect data, it is important to clarify their roles in this evaluation. When thinking about research questions (see chapter 5), I familiarized myself with the background information of the training by reading through the summaries and reports from both cities, Mwanza and Tampere, and by discussing with some of the facilitators. The research questions number two and three were more specific and the aim was to find out the effects of the training, as well as the changes in the attitude climate. The quantitative data from the questionnaires answers more to the question two and the qualitative data more to question about attitude climate. Also the qualitative data from the questionnaires can be analysed as an answer to the question whether the attitude climate has changed. The idea of the questionnaires was to have as wide a perspective as possible on what has changed and how the participants experienced the training, and the interviews were deeper and more detailed. Due to that it also helped me as an evaluator to understand the training and its participants better as I made the interview questions based on the questionnaires. I decided the themes for the analysis already in this phase, so the analysis began after I had received the questionnaires. By interviewing I obtained a deeper perspective to the issue and was able to ask the interviewees about matters that the questionnaires did not give answers to.

### ***6.1 “Especially Facilitators Were Good” - How Did the Training Succeed?***

There were three questions in the questionnaire concerning the training generally, and I asked more detailed questions relating to them in the interviews. 35 of 37 respondents answered that

they learned something new in the training, so it is possible to say that the training succeeded, something new was learned. But are these results permanent? When the respondents reflected on their learning and what helped them to learn, the most common answer was the facilitators. They were mentioned as a key to better leaning in 12 questionnaires and thanked for how professional and encouraging they were. Especially Mr. Gisabu Deusdedit had been mentioned in several questionnaires by name.

According to Mr. Gisabu Deusdedit (2007), in his opinion the training was a success. All the facilitators worked as a team and the training went as it was planned. He praised the atmosphere in the training, it was open and everyone had a chance to discuss and tell their experiences openly; no-one were pointed with the finger or accused of anything.

In addition to the facilitators, the arrangements and the methods of training were mentioned in 11 of 37 questionnaires. When considering learning, group work was a good method according to 10 of 37 respondents. It seems that this method helped everybody to participate, even those who had some language problems or who had lower education. The method also encouraged participants to speak openly in small groups and the discussion continued also on the way back home. The following quotations from two interviews describe well how the method was experienced and how it created open discussion:

*“When we were in the training at first it was difficult to understand, but then we had tasks to which discuss and after discussion I realised that this is the way it should be.”* (female, education dept.)

*“I have witnessed that people who have come from the training have been discussing about it openly in the buss.”* (male, media)

It seems that group work helped the participants to understand the training when they had to discuss the topics themselves. Subjects that felt first very difficult opened when the public servants had to work with each other and discuss the topics. The atmosphere in the training was also mentioned in several questionnaires, and some topics, for example OPRAS and customer care were mentioned in nine answers altogether.

### **6.1.1 “Now I Know How to Deal with People” – What Did the Public Servants Learn?**

The most important issues that the public servants learned were asked both in the questionnaire and in the interviews. It should be noted here that these are the issues that they themselves consider as the most important ones. The respondents answered quite similarly and there was one topic which was clearly above the others; customer care. In 26 of 37 questionnaires customer care was mentioned as the most important part of the training and the most important issue that was learned. It was described in different ways, like in the following quotations:

*“The most important issue that I learned was customer care that helps me to improve my capacity.”* (female, community development, 26-35 years)

*“There is a better way to provide services to customers.”* (female, city, 36-45 years)

*“I now know the internal and external clients of MCC”.* (female, co-operative, 26-35 years)

When I asked the public servants in the interviews why they think that this kind of training was needed, customer care came up again. The following quotations illustrate well how the public servants started to talk about customer care right in the beginning of the interview where I had placed the question about training in general.

*“After the training we have given good services to customers.”* (male, education)

*“I gained something about customer care... I have to take good care of my customers.”* (female, administration)

*“Training was very good because it included customer care... ”* (male, education)

*“In the city council there was a need for training to understand customer care... they had to learn how to handle outside clients.”* (male, media)

*“We needed the training, because we need customer care training.”* (male, community development)

It seems obvious that customer care was the most important part of the training. In the training it was taught that being a public servant means that you have to serve people, you are in that institution because you serve people (Deusdedit 2007). We can clearly see from these quotations that the public servants consider customer care now one of their most important duties and really try to improve the quality of it. It is interesting to notice that this training was needed to clarify the fact that customer care truly is important. I think everybody knew

also before the training that it is important, but the training reminded them that it is their number one duty to serve the customers and also to serve them equally. The training gave lively examples about customer care in a way that made the public servants “wake up” and want to improve the quality of their services. The training also clarified the fact that for sustainable development and good governance, the city of Mwanza has to have responsible public servants who serve people equally. Also the topic about the status of a client was mentioned many times both in the questionnaires and in the interviews. Everybody seemed to agree on the importance of customer care and it was raised over the other topics. Mr. Deudsedit was much praised for his teaching style, and he spoke about these two issues, customer care and the status of a client. It seems that there is a connection between Mr. Deudsedit’s style to teach and the things that have been learned; the public servants really listened to what he spoke.

### **6.1.2 “*There Was a Problem with Time*” – What Could Have Been Done Differently?**

Because there were no suggestions in the questionnaires how to improve the training if it will be organized in the future, I decided to ask it in the interviews if the participants had some ideas. However, almost every public servant who I interviewed was very positive and told me that the training was just good and there were no such things which should be improved. In a couple of cases some things came up and what was mentioned most often was the duration of the training. It was seen to be too short so that people could not learn that fast. The training lasted a week which is quite a long time when thinking about developmental projects in general. All in all, there were 21 days of training in 2005 as well as in 2006. The participants were divided into small groups for making learning efficient and each group was trained for a week. In spite of this, in three interviews the time was mentioned to be too short. These persons felt that they could not learn so fast, because some of the issues (e.g. good governance) were so difficult. In one interview, it was proposed that ten days would have been better.

“*There was a problem with time, 10 days would have been better.*” (male, community development)

“*The time of training was not enough.*” (male, education)

“*The time was too short.*” (female, health)

Apparently, if the time was too short according to the participants, they enjoyed it but felt that they could not learn within that time. The same participant who said that the time was too short said also that she does not remember certain issues anymore.

*“The training was good, but I cannot remember things like good governance anymore.”* (female, health)

It is obvious that if you forget things so fast you have not learnt them properly. However, Johanna Järvinen-Gavidia (2007) said that people in Africa and the developing countries usually know what good governance is but they do not know the specific terms of it. According to her, it is not alarming because people can be implementing good governance even though they cannot specify it like “this is the way how we implement accountability”, because good governance can be described in versatile terms.

Another issue that was felt like a problem came up only in one interview. It concerned some of the facilitators. Because some of them were supervisors from the city council, one of the interviewees said that he saw it as a problem.

*“There were bosses given those presentations, so it was hard for people to participate openly. In the future city council bosses should not be presenting the topics, because it hinders other people’s participation.”* (male, media)

This might have something to do with the fact that Mr. Deusdedit was mentioned to be a good facilitator because he is from the university and not the boss of the participants. However, as I said this fact came up only in one interview and the other participants felt that it was easy to participate and discuss openly. However, I have to question the answers throughout the evaluation because I am from the city of Tampere and it is possible that the interviewees were not honest with me. So, did all the others feel that it was easy to participate or was there just one person who was completely honest?

Kontinen (2007, 209) argues that there are usually several developmental contradictions in cooperation. One of these is a lack of basic tools for cooperation, such as a shared language. Also Mr. Deusdedit (2007) mentioned that there were language problems in the training because especially the public servants with lower education cannot speak English very well and, on the other hand, one of the facilitators, Mr. Komonen from Finland do not speak Swahili. The lack of a shared language may have hindered learning so that some of the topics that were

taught in English were not understood. This view came up in a few interviews; the same persons with whom I had many language problems (in other words, I needed Miss Gabone to translate questions into Swahili and answers into English) also said that the time was too short and they cannot remember some issues anymore. It seems like the lack of a shared language hindered their learning quite badly and they did not learn properly.

In addition, an interesting point came up in one interview. The place where the training took place was felt to be a problem in this case. The interviewee proposed that future training should be further away so that participants cannot go around the town during the training.

*“The training should be kept somewhere else because places near the town are not good. Someone can get a call from the town that “Come to fix this” and then she or he will miss the training. .... it should be kept somewhere far so that people cannot go to the town.”* (male, community development)

I think this is a very interesting point and tells us about culture differences. In Finland the training is often compulsory and people cannot leave in the middle of it. However, in Mwanza the culture seems to be a little bit different; if someone trains the bosses and one of them has to leave to do some duties in town, he or she is free to leave. Of course this trainee will miss the training in these kinds of cases, but in this interview it was also felt as a disturbing act and the interviewee was sorry about this.

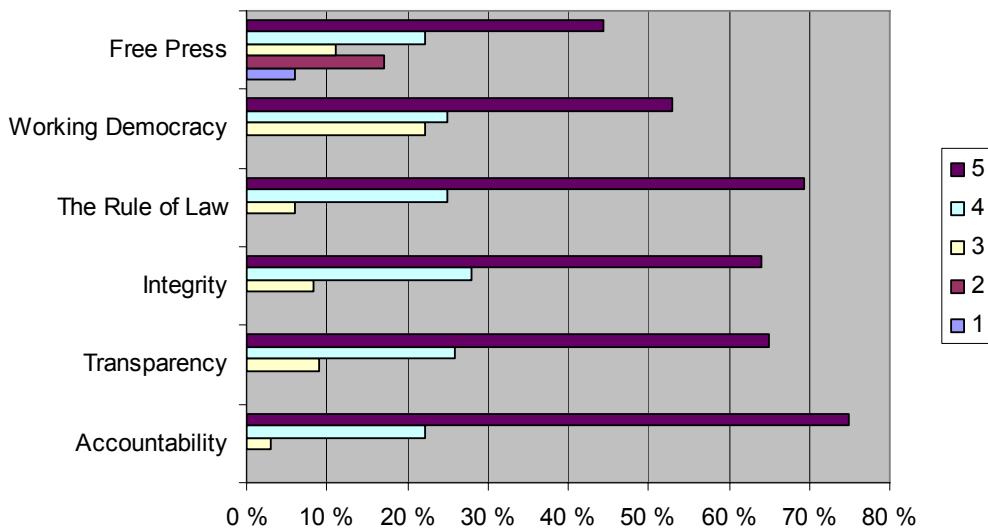
At this point, it is worth mentioning that culture is seen as a very important factor in development work and state policy and administration. Development work is usually influenced by Western ideas and therefore it can sometimes be difficult to work together. (Umeh & Andranovich 2005, 105 134.) Also Abrahamsen (2000, 65) argues that something else is needed than just new gloss on age-old prescriptions, when we talk about good governance. Here can be seen a collision between two different cultures and a situation in which the other one comes from the outside. Is good governance understood and, more importantly, is it working at the local level? And is this due to the training or just to the general talk about good governance? These are the questions and aspects which I try to find answers to in the following chapter.

## **6.2 “It Works Somehow but Depends on Our Effort” – How the Concept of Good Governance Was Understood?**

One of the most essential issues in the training was the training about good governance. The aim of the training was to create preconditions for implementing the MCC strategy and the Local Government Reform Programme and their principles in management and administration (Summary of the project, 2006). Terms like accountability, transparency, integrity and the rule of law were introduced in the training. I also asked the participants to explain these concepts in the questionnaire. The result was several different kinds of explanations and in many cases the answers meant the same but the respondents had used different kind of words to explain it. After talking with Johanna Järvinen-Gavidia, I realised better that these specific concepts are not an important part of good governance, but it is the actions and practices in the work what matters. Because of this, I find it not very relevant to write down how the respondents described the concepts. In addition, I noticed that often a concept was explained by using another one, like:

“Transparency is accountability” or “Accountability means that you are accountable to the people.”

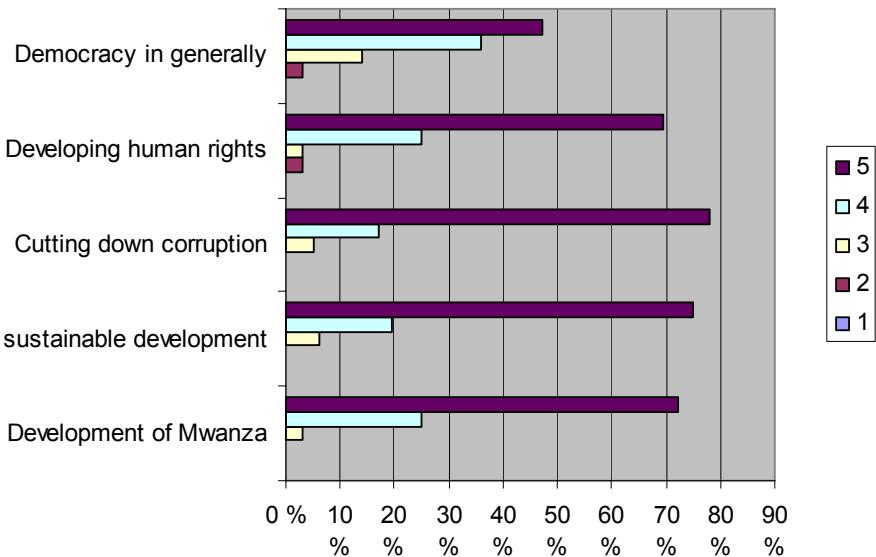
In the questionnaires, there were also some multiple choice questions which described different kinds of aspects of good governance. In the following, these questions are presented in figures which give a good perspective to what the participants think of good governance now after the training. Figure 7 shows how crucial the different aspects in implementing good governance are in the respondents’ opinion and how important they find these concepts in implementing good governance.



**Figure 7 Concepts in implementing good governance**

As can be seen in the figure, the respondents think that all these concepts are very important. The most important one is accountability (75% answered number 5 = very important), while free press was seen as the least important element of good governance (44% answered number 5 and 6% number 1 = not important at all). These numbers have been calculated with 36 responses with one missing. It is interesting to notice that the participants give great value to concepts like the rule of law, but do not value free press and their right to speak freely so much. In my opinion, the reason for this result might be that free press was not emphasized very much in the training. The participants may not have thought about this issue or they think that I as an evaluator do not consider free press very important because it was not included in the training. It seems that the respondents want to please me, and that might be a reason for this result.

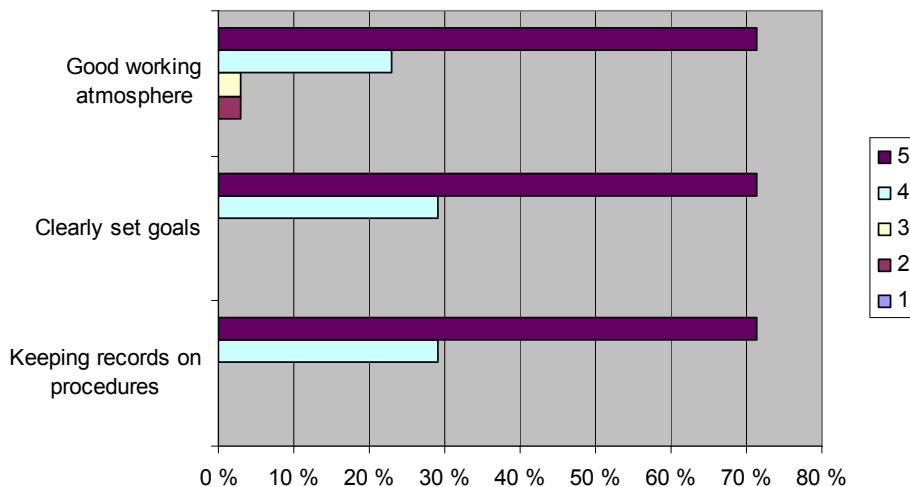
The following question in the questionnaire tried to find out how important it is to strive for good governance considering different kinds of aspects.



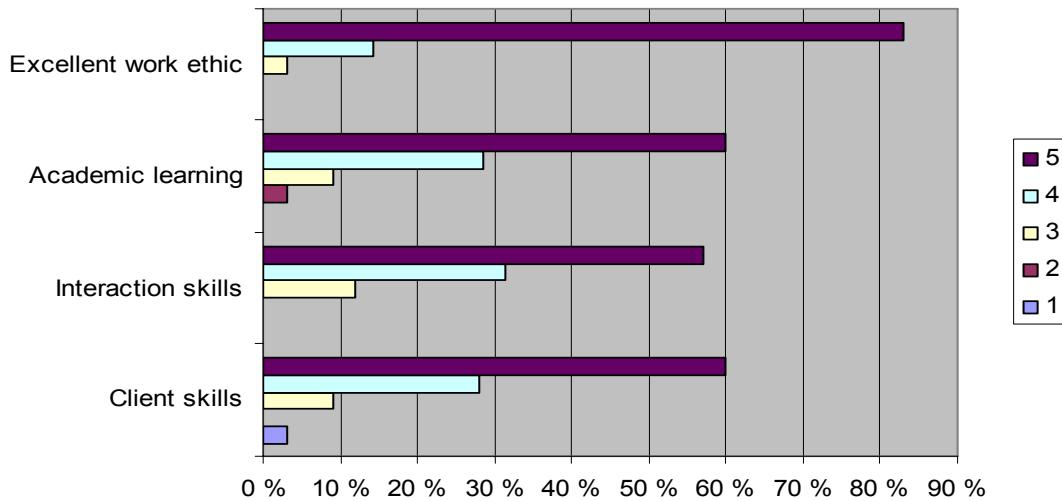
**Figure 8 Importance of good governance in different aspects**

Also these numbers have been calculated with 36 responses. Again it can be noticed that all the aspects are found to be very important, and the meaning of good governance is also considered very important. Only the part “democracy in general” has the lowest numbers; 47% had answered number 5 (very important), while for the part “cutting down corruption” 78% answered number 5. In summary, it can be said that cutting down corruption seems to be the problem number one to which good governance would be the right solution. All in all, every aspect is seen to be very important and good governance a good solution how to strive for these goals.

The questions number 12 and 13 in the questionnaire were also about good governance and, more specifically, about how to implement it locally. These numbers have been calculated with 35 answers while 2 were missing. The question number 13 asked about the characteristics of the employees, what they should be like in order to make local governance to work.



**Figure 9 Importance of different features in implementing good governance**



**Figure 10 Importance of employees' different features**

The Figure 9 shows that all these three features are considered to be important; in each of the questions 71% of participants have answered number 5, very important. Clearly set goals and keeping records were seen as quite or very important, while good working atmosphere was a little less important. 3% have answered that it is not very important and 3% that they do not have an opinion. When thinking about employees' characteristics, excellent work ethic was definitely the most important one, 83% have answered very important. Also the other features were considered to be quite important, about 60% of the respondents had chosen answer number 5, very important. The figure seems to support the point of view that client skills are not very important at all. However, it has to be noticed here that this 3% who had answered number 1 means only one person in this study as the sample is quite a small one. Due to this, it is

not a very significant number. But it is still interesting to see this because in the earlier questions everybody agreed that customer care is very important, so why not client skills?

In conclusion, it can be said that good governance is considered to be very a important aspect of local government. The public servants know the concept very well and can explain the terms of it at least to some extent. Based on the view expressed in the questionnaires, I would have said that good governance is working and most of the participants can explain the concepts and know the meaning of good governance. However, after I travelled to Mwanza and carried out these 10 interviews, I realised that this really is not as simple an issue as I thought it would be. It seems that the trained persons have adopted the concept of good governance and would like to implement it, but they are just a small group among all the public servants and other actors. They asked several times for more training and told me that everyone should get training, otherwise people do not know how to behave. However, the interviewees said that some things have changed. They try to be honest and they said that the working practices are more transparent now; after the training openness has increased and the clients can see the actions better than before.

It seems that the participants have different kinds of ideas of what these concepts mean and it is sometimes difficult for them to describe them in English. I decided not to analyse these answers anymore in this study because, as Järvinen-Gavidia (2007) mentioned, there are countless ways to describe good governance and none of them is any better than another one.

### **6.2.1 Implementing Good Governance at the Local Level**

In the questionnaire, there was a question about implementing good governance in the public servant's own work. I had several explanations but they were not very detailed. Again, people had used the four terms when they explained their own behaviour, like:

*"I follow the rule of law."* (male, works department, 26-35 years)

*"I'm transparent in my work."* (male, finance & trade, 26-35 years)

*"I abide these principles as a way of make work better."* (female, education, over 46 years)

There were also some contradictions in some answers. It would have been interesting to know if these contradictions came up due to the lack of time or because of a lack of knowledge. One example of the contradictions is the answer that one female from the department of economics gave:

*“I strictly adhere what the rule of law applies.”* (female, economics, 26-35 years)

In spite of that, in the question what the rule of law is there was no answer in her paper. Is the reason for this that she does not know what the rule of law is or did she just not want to answer that question or was running out of time? There were a few of these kinds of contradictions in the questionnaires. Another one was given by a male from the administration department. In the following, he explains how he implements good governance in his work:

*“...giving directive instructions to the people you serve and trying to use knowledge management.”* (male, administration, 26-35 years)

However, he did not answer to the question about knowledge management at all. Again a question emerges: was that due to the lack of time or did he just not know what knowledge management is? Because of these contradictions, I wanted to ask about good governance in a different way during the interviews. I asked the public servants to explain how they understand the concept and is it working at the local level. I thought that this would tell more about their own thinking than just repeating the concepts. The answers were quite long ones, but I obtained different kind of information just like I wanted. I also asked if they knew the concept before the training or not.

*“Workers can see what we are doing, we give them a chance to say their opinion. I knew the concept before but now after the training I am conducting it effectively.”* (male, media)

*“It is many things like doing your work, treat others well, work according the rule of law, I knew it before the training. I try my best to implement it.”* (female, administration)

*“I meet people daily and discuss with them... Good governance works somehow but it depends on our effort. I learned something in the training but it was very shallow.”* (male, education)

*“We work together, plan together, listen to the people, that is good governance. Before the training I did not knew it.”* (female, education)

*“Good governance is regulations and following human rights, I knew before but not very well.”* (female, community development)

*“I knew it before but now I understand it more. It is not working because there are a lot of people who do not get the training.”* (male, community development)

*“Good governance is the way you behave, the way you carry out the duties, transparency, accountability, respecting the rule of law.”* (male, media)

In the interviews, the concept was explained in a broader way and I received plenty of information. Everybody agreed that they had learned something about the concept in the training and understood it better now. The interviewees also agreed that good governance is working somehow and they are trying to implement it, but most of the public servants did not participate in the training and will act just the way they did before. I noticed that people who I interviewed felt quite powerless in implementing good governance. They definitely do their part, but at the same time cannot change the whole society and asked for more training many times. Only one of the interviewees answered that she does not know what good governance is.

*“I do not understand it. I did not know it before the training.”* (female, health)

However, although she claimed that she does not know what good governance is, she answered that it is now working at the local level.

*“It is working in the local level.”* (female, health)

I think the reason for the contradiction in this answer was the lack of a shared language. She could not explain her thoughts very well in English and she seemed to feel quite uncomfortable all the time. I felt that she did not want to talk with me and answered in a very shallow way, which might be the reason for this contradiction.

I also discussed with one facilitator, Mr. Chassama about good governance. He said that it is well understood but the problem is how to implement it at every level. People have to be committed to it at every level all the way down to the street level, and that will be a challenge. He also agreed that more training is needed and there is corruption because of the lack of good governance. People have to get training about good governance in order to be able to implement it. (Chassama, 2007.) It seems that many terms have been learned in the training and these concepts are repeated in this evaluation, both in the questionnaires and in the interviews.

It still leaves an open question of how well good governance works after all because the answers to that question were quite careless.

### **6.2.2 Corruption – “*Some Things Are Natural*”**

Corruption is a problem, but it is still a taboo. For example, the Transparency International Corruption Perceptions Index ranks Tanzania and Zimbabwe to the place 71 out of the total of 102 states worldwide, and this figure is from 2002 (Hatchard & al. 2004, 236). I noticed in the interviews that it was difficult for people to discuss corruption and usually the answer was that there is no corruption or if there is, they do not know anything about it. Luckily, there was a question about corruption in the questionnaires too and the answers were more open when the participants had a chance to answer without anybody seeing their faces. I received 34 answers to the question “Has anyone approached you with the intention of bribing after the training?” of which 25 answered “no” and 9 “yes”. It was delightful to notice that the participants felt that the training had helped them by telling how to behave in this kind of a situation, and some of the respondents had used these tools and advices in practise. Also persons who did receive bribes were very honest in the questionnaires. Answers to the question “How did you solve the situation, did the training give you some tools to use?” differed from answers that a person did accept a bribe to answers that they behaved differently than before the training.

*“I explained them (customers) procedures they had to follow before they are served.”* (male, agriculture, over 46 years)

*“I explain that I cannot take bribes.”* (male, agriculture, 36-45 years)

*“I used a lot of time to tell him what the effects of corruption are.”* (female, finance, 36-45 years)

*“I advised the client to follow the procedure, this won’t solve the problem permanently but the training taught us that we lose our credibility if we take bribes.”* (male, media, 26-35 years)

When a person did accept a bribe they justified it almost in the same way, with the lack of money:

*“I was tempted to receive, because I was bankrupt.”* (female, finance & trade, 26-35 years)

*“My pocket was empty.”* (female, administration, 26-35 years)

*“I had no money and my son was sick.”* (male, education, 26-35 years)

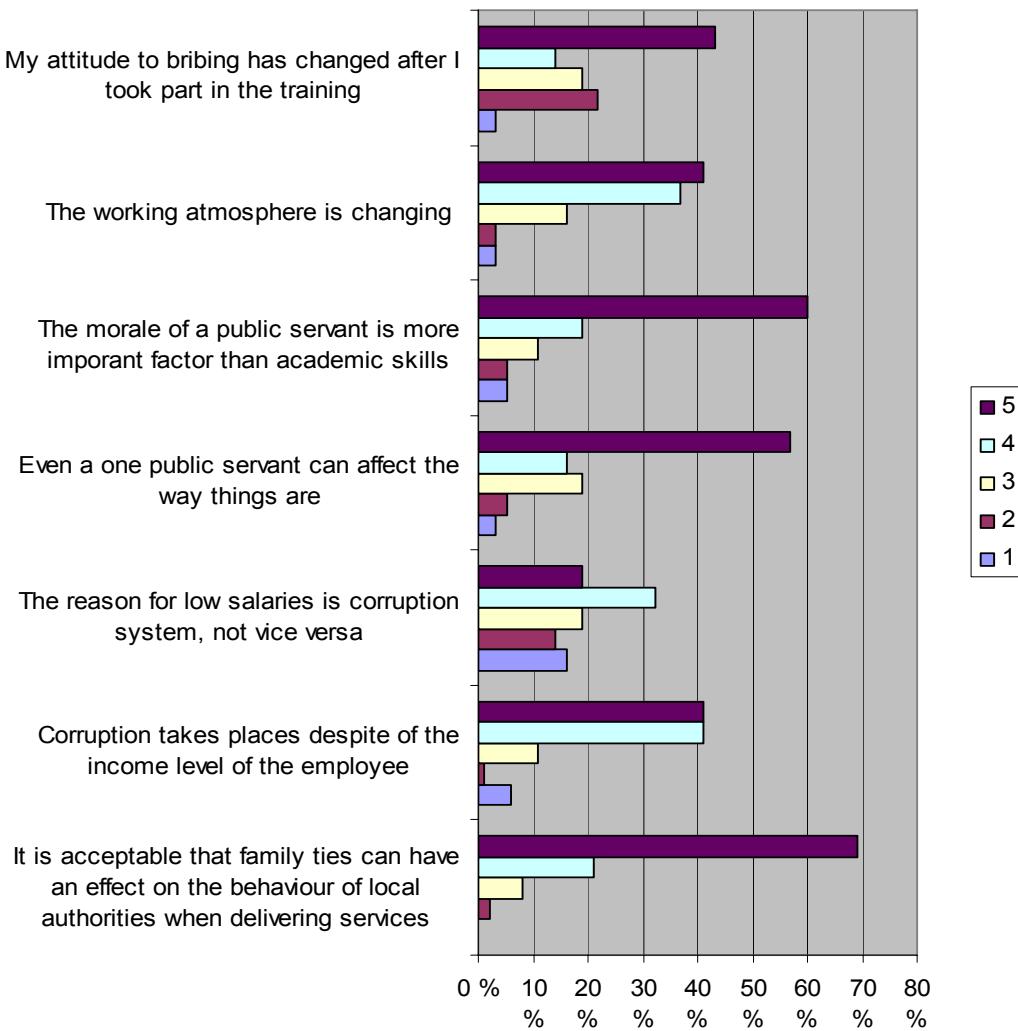
These answers were phrased as “I was tempted” in many times, so it is not clear if these people really accepted the bribes or not. To the question “Was your reaction different than before the training?” I received only a few answers, but they confirmed the view that the training did change their behaviour towards bribing.

*“Yes, my reaction was very different.”* (female, finance, 36-45 years)

*“Training gave me some tools to use and I behave differently.”* (female, administration, 26-35 years)

*“I now know the value of my credibility at work.”* (male, media, 26-35 years)

The following figure shows the attitudes of the public servants towards bribing. There are claims about corruption and again the scale was from 1 to 5. These claims try to find out the attitudes of the public servants; do they feel that their behaviour matters, even if others would behave in the same way? Can a public servant make a change and how do they see other related issues like morals?



**Figure 11 Claims about corruption**

The figure also shows that 43% of the respondents answered that their attitude to bribing has changed after the training. Also the other claims were supported, and it can be seen that the public servants think that morals are a more important factor than academic skills. They also seem to think very positively about the claim that even one public servant can affect the way things are, because 57% answered “totally agree” to this part. The most interesting part in my opinion is what is considered as corruption. Because 65% answered “totally agree” to the part claiming that family ties can have an effect on the behaviour of local authorities, I decided to talk about this more in the interviews. Because it was said in the training that everyone should be treated equally, these answers were interesting and I wanted to talk about them more.

Family ties are very important in African culture and it is difficult for us to understand the meaning of these ties. It is sometimes difficult and causes problems, like in delivering ser-

vices, if family members get better service or they can pass the queue. Usually it is just a positive thing, and these are the differences between our cultures. (Järvinen-Gavidia 2007.)

When I considered this issue more, I noticed an article in the newspaper called Aamulehti. Tolvanen (2007) writes about the misuse of European Union funds, which happens in Finland. She also argues that the attitudes regarding this are very strange and you can hear words like “natural” and “usual” when you listen to public servants speaking. In her opinion, the Finnish mind can be twisted in some cases, and in cases where you should take these issues to the police, it is not done. She believes that it is due to the attitudes of public servants.

This point of view claims that we have some kind of corruption in Finland too, so it is difficult to judge corruption in another country. Of course the way in which corruption occurs is different, but this view again emphasizes that both countries are here to learn how to educate good public servants and, what is most important, public servants with high morals. It was interesting to read that the word “natural” is mentioned also in Finland because I heard it in the interviews too. When asking whether it is corruption if family members get better service, opinions varied a little bit. The opinion that it is natural, or it is wrong but despite of that it is done came up a few times.

*“It is not corruption.”* (female, health & male, community development)

*“I don’t know if it is corruption, but it is not good behaviour to serve my family first.”* (female, community development)

*“No, we have to favour our family.”* (male, education)

*“You know, some things are natural. If my mother comes here, I’ll try my best to please her... I might do some extra if my relatives come here.”* (female, administration)

Sometimes it was considered to be corruption, but the answer came with a laugh and I felt that it does not matter if you favour your family members.

*“(laughs) It is some kind of corruption, it is wrong to use your situation like that.”* (male, media)

On the other hand, some respondents think that it is totally wrong and it is corruption.

*“It is some sort of corruption; you have to serve people equally.”* (female, education)

*“First to come first to served. Family favouring is corruption.”* (male, education)

*"It is corruption definitely, because it means denying somebody his or her rights, it is definitely wrong."* (male, media)

I think this issue is a good example of the versatility of the culture. The roots of the culture are really deep and it is very difficult to change the attitudes of the public servants. However, even after this one training session some people now think that favouring one's family members is totally wrong, whereas some people consider it to be natural action and find it totally acceptable. Whether these differences are there due to different kind of behaviour or just honesty of some persons, it is difficult to say. But at least I can say that the training has attained its goals so that people have understood the bad effects of corruption. What is considered as corrupted action is then another question.

Another thing worth noticing in Figure 11 (see page 56) is the claim that "Corruption takes place despite of the income level of the employee". 41% of the respondents have answered that it is true, they totally agree, and 41% have answered that they partially agree. Only 5% have answered that they totally disagree (in this sample the 5% consists of only two persons). However, in several questionnaires the respondents have written that they cannot improve their performance if they do not get better salaries or new office tools. There is a little contradiction between the claim that better salaries would not decrease corruption and between the answers that corruption would decrease if there only were new office tools and better salaries. I asked about this in the interviews and the answers were quite similar. Almost everyone thought that the working conditions must be changed.

*"It's true. We cannot improve the achievement without new office tools."* (female, community development)

*"We need good salary and good tools. You see what it looks like here; we need some tools and more space. If people have good salary there is no corruption."* (male, education)

*"People who are working here are expecting something, like good salary, so that they can support their family... This all affects on persons motivation... I have to do a document but I don't have computer; so I have to ask somebody to do it for me and pay for it and use my own salary."* (female, administration)

*"It is true, the salary is really low and people have many problems. Sometimes workers go out and search other sources where they could earn more money."* (female, education)

Also the ethics of the employee were emphasized besides a good salary and new office tools.

*“Morale has to be in a high level, because salary won’t make you a better employee.”* (male, media)

*“Salary is one way to improve but it does not help alone, ethics is really important too.”* (male, media)

*“It is not the only reason, because the most important one is morale.”* (male, community development)

All in all, it was easy to notice that people did not want to talk about corruption. When I asked about the level of corruption, every time the answer was that they cannot say if there is or has been corruption at all in their department. It is done secretly and it is difficult to notice, but I think that the interviewees could not trust me enough to tell their experiences. I got several answers saying that “there is not corruption in the City Council” but at the same time in the questionnaires the public servants confessed that some of them had received bribes still after the training. It is obvious that corruption is a difficult issue to notice and it is even more difficult to blame anybody of taking bribes. Besides, there are wide differences in the public servants’ opinions on what is bribing and what is not. Someone can favour his or her family members continuously but does not see that he or she is doing anything wrong. It is happening in Finland too as was noticed by Tolvanen (2007), but we do not recognize that it is corruption; it is just some natural actions, we are all humans and want to be nice to our relatives.

### **6.3 LGRP, LGAs and the Status of a Client**

The starting point for the whole training was the Local Government Reform Programme which aims to train responsible Local Authorities. Because of this, I see it necessary to find out how well the public servants know the LGRP and how they understand its goals. Customer care is one of the most important issues in well-functioning LGAs, and therefore it has been discussed in a separate chapter.

In the questionnaire, there were several questions concerning the LGRP. The question number eight (see Appendix 1) presented the goals of the LGRP and asked the public servants to rank them on the basis of their importance. According to Mr. Sixbert, the project coordinator in Mwanza, the public servants felt that it was really difficult for them to rank the goals. It might be unnecessary too because every goal is, of course, important, but despite of this one goal was marked to be above all others: “LGAs should conduct activities with transparency and accountability”. Because this was marked as the most important goal in 10 of 33 papers (in 4 papers answers were missing), it seemed that either these things are really important for the

public servants or they just happen to know these terms from the good governance training. I asked about the goals of the LGRP in the interviews and it seemed that the interviewees could not answer what the aims are and whether they have been reached, even though they had answered the question number eight in the questionnaire just a month before the interviews. However, they did answer something, but it related more to their own work in which these goals are broader and more general. Although the public servants could not name the goals of the reform, it seems that they have adopted what it means to their own work and can say whether these issues have come true.

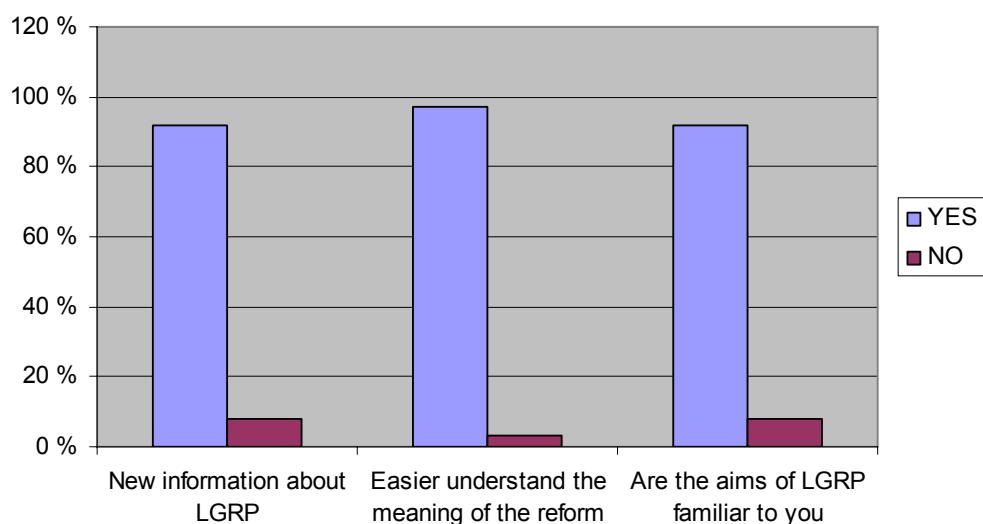
*“Decentralization by devolution that is all what the reform is about.”* (male, law)

*“The intention is to make independent LGAs but it has not been reached yet.”* (female, administration)

*“We have reduced the number of women who die in delivery.”* (female, education)

*“Social services like health and education are better.”* (male, community development)

Figure 12 shows that almost every participant who filled in the questionnaire felt that they received new information about the LGRP in the training. 97% answered that it is easier to understand the meaning of the reform now after the training and the other questions were also answered to “yes” in over 90% of the answers, so in this case we can say that the training was very successful and probably gave the participants something that they missed; new information.



**Figure 12 Effects of the training on the knowledge about LGRP**

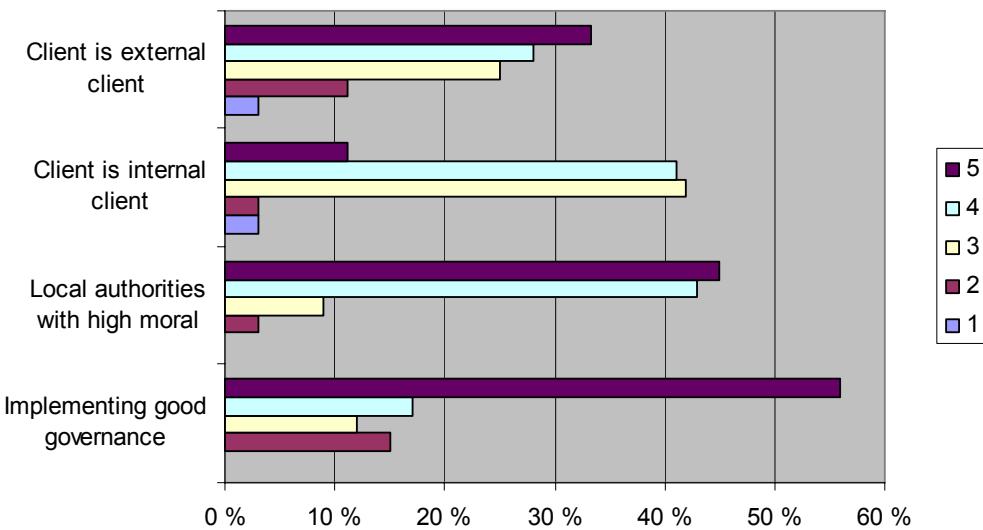
## **6.4 Customer Care**

In the training, Mr. Deusdeddit emphasized the status of a client in municipal services. When I spoke with him in Mwanza, he stressed the fact that a public servant is in the institution because his or her duty is to serve clients. As was said in the beginning of this chapter, it seems that the participants really adopted this attitude towards customer care and there has been improvement in the way they handle customers, especially external clients. Because in one questionnaire the respondent was strongly of the opinion that customer care has changed, I decided to ask about it in the interviews too. In the questionnaire it was expressed in the following way:

*“Yes, attitudes have really changed! The mode of approach to external clients has changed a lot, they are now treated with respect based in first to come, first served.”* (male, media, 26-35 years)

The respondents also mentioned in the questionnaires that the public servants now understand better that they truly lose their credibility if they take bribes. Every interviewee also agreed on this; if you are not credible, your institution is not credible either. In every interview it was mentioned that it is very important to keep up your credibility. In the question number 15 (see Appendix 1) in which the question was what has changed in the working practices, better customer care was mentioned in 8 of 37 papers. However, this is 22% of the total number of answers, so it seemed that customer care had truly improved and I wanted to discuss it more in the interviews.

In the questionnaire, there was a question “How much effect do the following components have on the behaviour of local authorities?”. The answers are presented in Figure 13. It can be noticed also from this figure that if the client is an external one, it has more effect effect on the behaviour than if the client is internal. 33% of the respondents answered that it has very much if the client is external and only 11% said that it has very much effect if the client is internal. The training emphasized that all clients should be equal and treated in the same way, but the percentages show that there is a difference if the client is an internal or an external one. Therefore I took this topic up in the interviews in order to see whether the public servants would bring up any examples of their behaviour.



**Figure 13 Status of a client and behaviour of LGAs**

I did not obtain much information about the behaviour of the public servants in the interviews. They claimed that they treat everybody equally and I was able to notice only a few discrepancies. Some interviewees gave specific examples of how they treat customers:

*“We have certain times for external and internal clients... There is time for everybody.”* (male, community development)

A couple of examples supported the view that clients are not treated equally:

*“In fact, if you are a good leader, you should not treat them differently... If the external client is here, you should help the external first and the internal should wait, but you treat them equally.”* (female, education)

*“I give more chances to external clients; I serve those who come from outside first.”* (male, education)

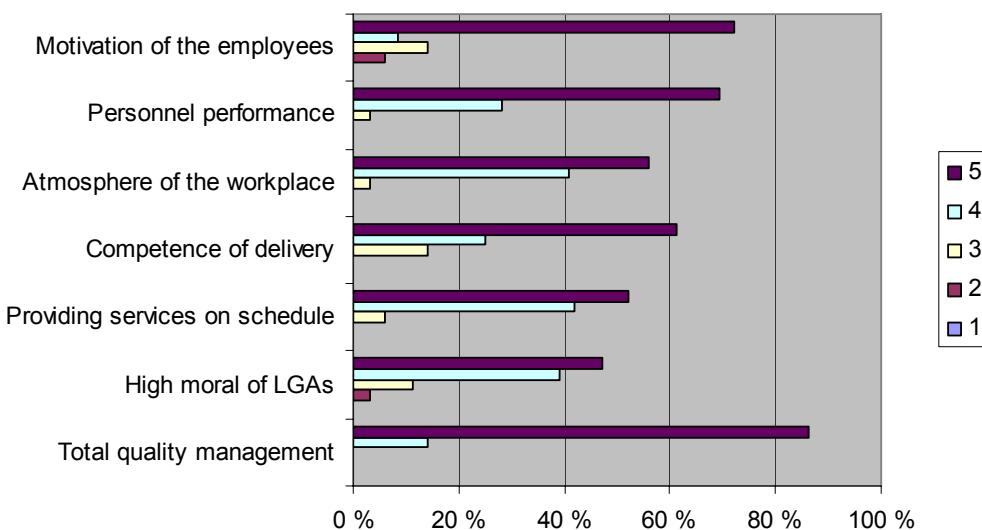
These examples mirror quite well the fact that external clients get service faster at least in some cases, as the numbers Figure 13 suggest. Also in this question it was mentioned that those who have been trained try to change their behaviour but others do not do it.

*“When I attended the training I gained something that you should treat people equally, it does not matter if he or she is external or internal. But I think people who did not attend the training, will treat those people differently.”* (female, administration)

At least in some cases there is a difference between the external and internal client. The female quoted above said that there is a difference between people who attended the training

and those who did not attend. But as we can see from the examples above, there are also people who attended the training and still serve external clients first. One interviewee also said that it depends on the person how customers are treated. It seems to be true; the participants have heard that they should treat clients equally, but they still sustain their old habits and serve external clients first. Of course there are persons who do treat clients equally, but it seems that they are in the minority. It seems that the improvements mentioned in the questionnaires meant only a more polite way to handle clients and polite language than differences in the way to treat external and internal clients.

In the questionnaire, I also tried to find out, what the factors that have an effect on the quality of services are. It was a little bit surprising that the number one of these factors was total quality management. 86% of the respondents answered that it is very important (see Figure 14.). The second important factor was the motivation of public servants, 72% of the respondents answered that it is very important. These numbers support the view that it depends on the person how clients are treated and both motivation and personnel performance are important factors in the quality of services.



**Figure 14 Factors having an effect on the quality of services**

Again, it has to be taken into consideration whether the respondents just use and repeat terms that they think that I want to hear or that were mentioned in the training, or whether total quality management really is such an important thing as it seems to be? This feels a little bit

strange because the respondents did not understand the meaning of knowledge management, so how could total quality management have been understood so much better?

## **6.5 Working Practices: OPRAS and Teamwork**

Developing teamwork and the use of OPRAS (Open Performance Review Appraisal System) were also important parts of the training, and I included these topics both in the questionnaires and in the interviews. In a few questionnaires, it was mentioned that after the training the respondents have started to use OPRAS forms, so I asked more about the use of this appraisal system in the interviews in order to have some examples of how it is used in practice. 34 of 37 respondents had answered to the question asking whether they have participated in OPRAS and whether it was before or after the training. Almost everyone who had answered the question had participated in OPRAS (30 respondents) and almost a half of these (20 respondents) had done it after the training. The interviewees can be divided in two groups; those who use OPRAS and think it is compulsory and those who do not use it.

*“It is requirement of the government to use OPRAS, I have to assess everything.”* (male, law)

*“We are using it once in a month; it is good thing to have.”* (male, education)

*“Yes we use it because it is government’s policy that you should use it.”* (male, education)

*“It is used here, everyone will be evaluated.”* (female, education)

*“We do not use OPRAS directly as it is in LGRP, but we have a same kind of system.”* (male, media)

Some of the interviewees know the concept through training, but do not use it for some reason.

*“No, it is not effective.”* (female, health)

*“At this time we are not using it.”* (female, community development)

*“We have been introduced to that kind of system, but I do not think that people use it.”* (female, administration)

There seems to be a notable difference between departments if we consider the use of OPRAS. Some think you cannot do your work effectively and properly without OPRAS, and some of them think that there is no use for OPRAS, it is not effective. If evaluating the effect

of the training, everybody is familiar with the concept and knows how it should be used and plenty of that knowledge has been adopted in the training. The use of the knowledge is a different thing, but at least in a few questionnaires the use of OPRAS was mentioned as a change that has taken place after the training. All in all, those who use it find it very effective and necessary and those who do not use it cannot tell why it should be used.

On the contrary, teamwork was mentioned in every interview as a good way to work effectively. In the questionnaire, the question number 17 (see Appendix1) was about teamwork and its benefits as well as its limitations. The benefits were easy to guess: teamwork is efficient, it saves time, and sharing knowledge and skills were also mentioned almost in every paper. But there were limitations too. However, teamwork was also mentioned to be time-consuming and in five papers it was said that everybody is not doing their part. Therefore I wanted to examine this more and we discussed teamwork in the interviews. Most of the opinions concerning teamwork were positive and in those cases everyone was doing their part of the work:

*“We prepare everything together and share things.”* (female, administration)

*“It is very effective and we are all responsible.”* (female, community development)

*“Teamwork is very effective and it helps a lot, because everyone does not know everything. There is no-one who do not participate.”* (female, education)

*“Yes yes yes, teamwork is very effective and we need it more. There are no persons who do not do their part.”* (male, education)

When asking whether everybody is doing their part, it was obvious that there are some people who do not do their part:

*“Some people do not like to work with others, they like to work alone. But they cannot refuse to work if they are in a team.”* (female, administration)

*“Yes, there are people who do not do their part and it is a big problem.”* (female, health)

*“There are situations that people do not participate but it is really rare.”* (male, media)

*“We have people who do just partly their duties and just want to hang around.”* (male, media)

Also the view that the use of teamwork has changed after the training was supported by some people:

*“We used teamwork also before training, but now we conduct it better.”* (male, media)

When summarizing teamwork, it seems that it really is a method people use and they find it a very good one too. It is effective and it helps people share knowledge and skills. A possible problem could be that everybody does not do his or her part, but I guess that in every workplace there is a little bit of free-ride mentality in the air. If we think about what the training changed, there is support for the view that teamwork is used even more now after the training and it is considered to be very important. However, if some people do not do their part, it is again a question of one's morals and ethics. In one interview, it was suggested that everybody should get training so that they could understand the meaning of teamwork and the importance of everyone having to do his or her own part. Training might help a little bit, but the secret of effective teamwork lies in the employee's own morals and it is a very difficult area to change from outside.

## **6.6 “I Understand Now Why I am Here” - What Did the Training Change?**

The most important research question was to find out if the attitude climate of the local authorities had changed because of the training. As have been pointed out in the previous chapters, almost in every aspect the affecting force is the motivation and ethics of the employee. We can also locate the attitudes of the public servants in the same category. It is obvious that the public servants have more knowledge now and the training taught them a lot, but did it really change the attitudes and practices or was it more just word mongering?

Culture has a tremendous influence on society in general and also on administrative work. The African public bureaucracies are structured in a bureaucratic manner, with hierarchy, rules and regulations. The questions which are usually thought concern decision-making in bureaucracy and the working environment. Culture and its effects on the behaviour of employees in the public sector are usually forgotten. (Umeh & Andranovich 2005, 60 & 106.) It is clear that if we want to cooperate and develop a country that has a very different culture compared to ours, we have to pay attention to that fact. In this training, it has been done by planning the whole training in cooperation with the local facilitators. They had knowledge about local habits and places, and people from Mwanza chose who will be trained, the deci-

sion was not made in Tampere. Still, there are some differences between the countries that cannot be ignored. The language problem is the most difficult one because it hindered some participants from understanding the training and it also was sometimes difficult for me to do this evaluation. But what can I say; did the practices change in spite of a few problems?

In the questionnaire, there were several questions about changed attitudes and changed practices. In every paper, there was one issue which arose above the others: customer care. It is definitely the most often mentioned issue and almost everyone can agree on the attitude climate towards the clients having changed. Indeed, the attitudes towards clients have been changed, the language used is also more polite and people get service in time. As was noticed before, not everybody treats clients equally, but clear improvement can be seen if almost everyone mentioned it. The training also helped the participants realize how important part they play as an employee. It was mentioned in several papers that “now I know my value” or “now I know what my duties are”. Unclarity has decreased and at the same time the motivation of the employees has increased when they have realised how valuable their work is.

Another thing related to the change in the attitudes was the working climate. In several questionnaires it was mentioned that now people can discuss openly and the relations between the employees are good. Also discussing openly with the boss was mentioned. Third important thing considering effective local authorities without corruption was that the development of the employees’ morals was mentioned several times.

*“Morale and attendance have increased.”* (female, administration, 26-35 years)

*“Employees morale has increased.”* (female, finance & trade, 26-35 years)

*“Everybody see job as a potential thing now and give it respect and value.”* (male, finance & trade, 26-35 years)

In the interviews, I could easily notice how much the interviewees appreciated the training, and they said that it did really change something. Also in this case customer care was the topmost one, but other issues were mentioned too.

*“Today we are using polite language with customers. People are motivated and they are working hard.”* (male, education)

*“We have now good communication among us. One permanent change is that we have now agreed times when we serve clients, there is always someone in the office.”* (male, education)

*“People are more motivated; the training helped them understand that we have to help government if we want to perform well.”* (female, education)

*“After the training people in City Council realised that they have to take care of customers and they have to do it in time.”* (male, media)

*“The response of clients is now good, so I can say that something has changed.”* (female, community development)

*“When I attended to the training I understand now why I am here.”* (female, administration)

Although most of the answers were positive ones, there were also opinions that nothing has changed or it is impossible to see the change.

*“People lack the morale of work, because they do not have proper tools. We have only one computer, broken chairs and everything.”* (male, community development)

Also in the questionnaires, the respondents gave examples of how nothing has changed or at least it is really difficult to notice any change. This also came up in the interviews when the public servants said that it is very difficult to assess your own performance or you the performance at your own workplace. However, more examples were given about changed practices than not changed practices. In the following, there are a few examples of how the practices have not changed:

*“I have not noticed anything.”* (male, agriculture, 36-45 years)

*“They behave the same as before.”* (female, city, 36-45 years)

*“No, there are no changes; it still needs more time to notice any changes especially in the people.”* (female, community development, 26-35 years)

It is interesting that clients were mentioned as a good source of information for assessing the improvements, because when I discussed with people from the media sector who are clients of the City Council, they said that there are some changes. According to them, the most important one was again customer care and the use of polite language with customers. In conclusion, it is appropriate to say that there are improvements in customer care. When we think about the attitude climate, it is delightful to hear that the training taught people that they are valuable and they now know their duties and responsibilities better and owing to that can also perform better. However, again I was a little bit doubtful if the interviewees just wanted to please me. Everybody tried to assure me that something has changed, but when I asked for

examples, it was difficult for people to tell any examples. Polite language was mentioned several times and it is, of course, a change, but quite a small one.

## **6.7 The Future**

How do the public servants see both the future of their workplace and the future of local governance? Was the training just some short time help or did it change something permanently? And what about the culture and society itself, is it ready for the change or is there something that prevents change and development in the society?

Mr. Chassama (2007) emphasized the fact that the lack of office tools is obvious and prevents people from developing in the global world. He also said that if there were for example computers available, most people could not use them. But he also agreed on the claim that salaries and office tools are not the only ways to improve performance, but the most important factor are the attitudes.

In the previous chapter, one public servant told that she has to use her own money if she wants to use somebody's computer. If she does not want to pay, she cannot do her duties at all. The solution would of course be own computers for everybody, but at the moment it is impossible due to limited funds. What we can try to change is the attitudes so that one could do another person a favour, help his or her colleague who does not have money. But it seems that some work has to be done before such big changes would come true.

Although the attitudes were quite positive generally, the atmosphere changed when we started to talk about the future in the interviews. The respondents were also divided quite strictly in two sides regarding the answers in the questionnaires; those who see that the future is promising and those who see that no changes have happened or there will not be any change. But in several questionnaires and in every interview the same phrase came up: more training is needed and without any training there will not be any improvement. One of the interviewees said that it is really good to train the public servants, but the problem is that people change their workplace all the time and trained people move to another city and the training goes to waste if he thinks about his own department.

In every interview, it was said that everyone should be trained, the group who was trained was too small. The idea was to establish sustainable education so that the trained ones could pass knowledge on to their colleagues. Only one of the interviewees talked about this and his example was a little bit depressing.

*“When I realised the need for the training I tried to pass it to the others. I gave all the material which I got from the training and have asked a few times have they done anything. Last time I asked the answer was that they are still working on it.”* (male, media)

His good intention seems to be almost a waste of time in this case, but at least he tried to pass knowledge forward. Anyway, the other examples about the negative future also asked for more training.

*“The working climate in my workplace is not changing due to low salaries, low motivation and no allowance.”* (female, community development, 26-35 years)

*“With various trainings it is obvious that there will be some change.”* (female, education, over 46 years)

*“The future of local governance is doing worse, not is changing, change is so slow.”* (female, health, 36-45 years)

In one questionnaire, the respondent saw the differences between workplaces as a hindering factor for development, because it is unfair and there is a big gap between salaries. In this case, it was obvious that the employee has no motivation to develop while other people have so much better salaries.

*“Problem is that it depends on if you work in central governance, private sector or local governance, you get less salary in local governance. If the salaries are not going better, the changes are going to become a mere dream. Employees are disappointed with the treatment.”* (male, agriculture, over 46 years)

More training was also asked for because the interviewees suggested that without any training people will forget what they have learned. It is quite apparent that learning is not very thorough and the changes not permanent if people forget what they have learned so fast.

*“There’s got to be more training, you should remind people once in a while.”* (male, media)

*“There is a need for more training, people can forget or change their workplace.”* (female, education)

*“We should get more training so we could get better and better all the time.”* (male, education)

*"We got training last year and until now we do not have any training. So people forget."* (male, education)

*"More training is needed and it should include every person from low level to the directors."* (male, community development)

*"If there is not more training, people relax and forget what have been taught."* (male, media)

It is difficult to believe that people would really forget what they have learned so fast, but I think in this case it also depends more on their attitudes. The participants truly enjoyed the training and they did their work enthusiastically for a while, but then their motivation weakened over time and now they ask for more training. In some cases, the lack of tools and low salaries seem to have so much influence that it diminishes the employees' will to change or improve anything and they want to have something concrete back instead.

Some respondents' views about the future were very positive and the training was praised very much.

*"There is a promising future, if we keep up the spirit."* (male, works department, 26-35 years)

*"The future of local governance is bright and sustainable."* (male, media, 26-35 years)

*"Working climate is DEFINITELY changing and this is because of Tampere-Mwanza project. We thank our sponsor and do believe that better results will be gained."* (male, internal audit, under 25 years)

*"The change takes a lot of time but in my workplace attitudes are changing."* (female, community development, 36-45 years)

Here it is also interesting to notice that there are differences in opinions depending on the age of the respondent. Older participants think that nothing will change and the change is too slow, while the young ones are still more enthusiastic and think that the future will look really bright. There is also a difference between employees from the private sector and employees from the City Council. The employees from the private sector see the future much brighter than the employees from the City Council and said several times that changes have taken place. Is it due to better salaries, different kind of working conditions or just differences in personal attitudes, it is very difficult to say. All in all, everybody asked for more training and believed in the power of training, independent of their working sector.

## **7 Reliability of the Evaluation**

Reliability is a complicated issue in qualitative research and especially in this kind of research in which culture and language already cause some problems. In addition, in this study I used two different kinds of methods for collecting data, which partly makes the reliability of the evaluation more complicated. According to Patton (1990, 11), reliability depends on the researcher and his or her skills; it is important to have methodological skills and to be sensitive and honest. In this study, I can assure that I have been honest and as sensitive as possible but my methodological skills were not as good in the beginning of the research as they are now. It was difficult for me to imagine a different culture and how the participants of the training programme could answer to my questions and fill in the questionnaires. It is clear that some parts of the questionnaires were too difficult, and if I did the questionnaire again now, it would look quite different. Indeed, if this training and the evaluation have been a learning opportunity for its participants, it has been a learning opportunity for me as well. I have developed very much as a researcher, as well as a person, during these ten months which I have been doing this study.

Patton (1990, 14) also writes that the researcher is the instrument in qualitative inquiry. It sounds a rather difficult demand but it really is true in this study; I am the instrument and the voice of the participants in this study. Although I tried to quote the interviewees word by word and let their voice be heard, I chose the parts which I have quoted in this study and which I thought are important considering the research questions. As Robson (2001, 50) argues, in every evaluation stakeholders have their own interests which have to be recognized and respected. This is what I have been trying to do and to respect the opinions of the participants, facilitators and every stakeholder in this evaluation. A great amount of integrity is also a part of my role as an evaluator.

It has also to be noted, that there are no straightforward tests for reliability in qualitative research. Indeed, there are no rules, except to do your very best and present the collected data in an honest manner. (Patton 1990, 372.) In addition, Hirsjärvi and Hurme (2001, 184-185) agree that the reliability of material collected by interviewing depends on the quality of the interviews. They have to be recorded and keeping a diary of the interviews also improves the quality. These are the actions which I did do, but there were some limitations; two of the in-

terviewees did not give me permission to record their voice and in some cases there were a lot of background noise and it was difficult to listen to the tapes afterwards. However, I noticed this problem already in Mwanza, and therefore I made specific notes which helped me to re-record all the information.

Creswell (2007, 135) points out that reliability has a limited significance in qualitative research, but some coding can be done and it is very popular to do so. I do not see it relevant in this study to do any coding of the qualitative data, but I find that using the quantitative and qualitative data together improves its reliability. During the evaluation, I noticed that the data from the questionnaires and the data from the interviews supported each other, which is a significant issue affecting the reliability of the study. The quantitative data which I got from the questionnaires were in quite a minor role, because most of the questions were open questions which gave qualitative data. Therefore, I did not analyse them by using the usual statistical methods of reliability. On the contrary, I used the quantitative parts to complement the qualitative parts, and as was said, they supported each other. The qualitative data was most important because it gave the participants an opportunity to speak, and that is why I quoted interviews word by word. Also Hirsjärvi and Hurme (2001, 152) argue that a person who reads a study in which the data is collected by interviewing cannot read the interview itself, but she or he has to trust the interpretation of the researcher. My intention is that this study would be as reliable as possible; therefore I have added plenty of quotations from the interviews and from the questionnaires. These quotations are just as the public servants have formulated their words and tell clearly their opinion.

Because this study was a unique one, there are a few issues about reliability that I want to highlight in this chapter. First, as was said, the language problems certainly have an effect on the reliability of the study. Because the questionnaires were in English, Mr. Sixbert had to translate them and in some cases he also filled in the questionnaires. A question arises: did the participants answer as honestly when he was there as they would have answered alone? It seems to be a question without an answer, but one that has to be taken into account. Secondly, my mother language is Finnish, the questionnaires and interviews were made in English and the mother language of the participants is Swahili. There might be misunderstandings in this chain or it can be impossible to translate certain things word by word. Therefore, in some cases the meaning could have changed, but if it has happened, it is very difficult to find it out. Thirdly, it was obvious that the interviewees did not completely trust me. They were a little

bit suspicious and worried that they could be recognised if I record their voice or ask their age. I assured them that the tapes are only for my use and promised to use the background information so that no-one can recognise them. Nevertheless, there was some distrust between me and the interviewees and I cannot say whether there were many things that they did not tell me. Because of this, it was very important that I used the questionnaires which people filled in anonymously as they seemed to be answered to in an honest way. I also noticed that some of the questionnaires were filled in using exactly the same words. I wondered if the respondents filled in these questionnaires together or whether it was the same person who did the work. Because the handwriting looked different, I assumed that the respondents have filled them in together and maybe helped each other. Again, I have to ask whether they answered as honestly as they would have done without a colleague around.

One aspect which I also want to highlight is the culture. The culture in Finland is quite different from the culture in Tanzania, and we have to try to understand each other even though we come from different kind of cultures. It is possible that the participants in this programme wanted to please me and to be nice to me because I am a visitor and that is why they answered that the training was very good and they want to have more. This is also possible because the project was funded by the city of Tampere and therefore the participants did not want to say that the training was not good; they may fear that they will not get more funding and training. All these questions are speculation because it is also possible that people truly were honest. This is a problem in every study: how to find out how trustworthy the answers of the interviewees are? I wanted to bring up this issue just to make it clear that I have considered all the different kind of aspects which have influence on the reliability of this study.

These problems and questions may never be solved, but to improve the reliability of the study I wanted to highlight them and prove that I have taken these issues into account. In the future, if this kind of research or evaluation will be done, the interviewees should be informed better and the interviewer should have some kind of a letter from the sending organization as an explanation. These actions could help the research to do better interviews, because in this case I lost several minutes of valuable time when I had to explain who I am, why I am there and what I am doing. This could have been avoided by doing better arrangements beforehand. But as I said, this was a big learning opportunity for me and, I assume, for the others involved as well, and it can be difficult to know these kinds of things beforehand.

## **8 Conclusion**

The cooperation between these two cities has been a very long one, and this training was just a part of it, but obviously a very important part. The desire for more training was so intense during the interviews in Mwanza that I became a little bit suspicious; if more and more training will be organized, will it be the key for success? Or should the public servants in Mwanza think more about their practices, morals and customer care and try to develop these aspects by themselves? It has become clear that the morals and the attitudes of each worker are the most important parts of the development. Of course there are some other things that also hinder development, but a lot can be changed just by changing attitudes. At the moment, the public servants in Mwanza feel that they cannot do it by themselves; they need more training. It seems to be wise to arrange some more training, because just one this kind of training session changed opinions very much and some attitudes too.

What still is a problem is that the training was organized for a small group of participants and many of them feel that they cannot change the society. It is a long and difficult task to do, but the training gave a push to the right direction. A second problem is that now, one year after the training a lot of the learned information has been forgotten. Learning cannot be very deep if people forget things in one year. A third problem is that training should be sustainable. The trained persons should carry on the training at their workplaces and tell others what they have learned. But in this case, there was not this kind of sustainable development. This aspect came up only in one interview and even in this case it has not shown any results. How could it be emphasized that the trained ones should carry on the training?

In addition to these problems, there are of course problems with funding, language and other practical issues. But what is more important than new training, money or a common language is the will of the public servants to change. During this evaluation and especially during my trip to Mwanza, I felt that everybody enjoyed the training and they wanted to have it more. They already have plenty of tools to use in developing their city, but do they have the will to use them? Sometimes when people just kept on asking for more training it felt like they did not want to develop by themselves, but that someone has to push them all the time and do the work on behalf of them. Of course, there are some significant basic needs which prevent de-

velopment, like the lack of money or computers, but sometimes it also seemed that the will and effort were missing.

In the beginning of the study, I presented the research questions regarding the effects of the training and the change in the attitudes. The answers to these questions can be seen in Chapter 6, but I want to clarify these answers a little bit more here. As I have written, some changes seem to have taken place both in the practices and in the attitudes, the most important ones concerning customer care. Some of the aspects were also too specific, like knowledge management, but this is still a new thing in Finland too, so these kinds of results were expected. Also the aims of the LGRP were not clear to everybody, but it is not very significant considering the development of Mwanza. The key question is how to make the public servants believe that they can change their society, slowly but undoubtedly? Both in the questionnaires and in the interviews, it was said that attitudes have changed a bit, especially regarding customer care. Almost everyone mentioned customer care in some part or another, so this can be highlighted as the success of the training. The difference between different public servants is still notable. It does not depend on if the person has attended the training or not, because the differences were here, in this case in which everybody had attended the training. Some people seem to be trying really hard to change, some are still receiving bribes, and some just say that nothing helps. They all should have the same goal which to strive for and they all should believe that it is worth it.

All in all, it can be said that some kind of step forward has been taken, but much more has still to be done. This cooperation can be one part of it, and little by little the attitudes may change more. It was also delightful to notice that the young ones are more positive than the elder, because they are the work force of the future. This training was definitely worth implementing and it does have some results which hopefully are sustainable.

The cooperation between these two cities has been a long and close relationship in which both cities have gained and learned different kind of things. This evaluation has been an enormous learning opportunity for me as a researcher and an evaluator. I have met several new people and made a lot of new contacts, so it has been an emotional trip too. If I did this work all over again, it would be done quite differently. Meeting the public servants in Mwanza and seeing the context of the training gave me a lot, as well as meeting Johanna Järvinen-Gavidia, Adviser for Democracy and Good Governance. Also meeting the facilitators, project coordina-

tors and different kind of people who have been involved in this cooperation helped me to understand a lot. For example, the questionnaire would look different now when I have visited Mwanza, and so would some of the interview questions. But I do not see this as a lack of reliability or anything but an advantage. Learning goes on and on and it touches every person. It has been very enjoyable to notice that everyone can learn and develop, independent of education or salary, but it requires a lot of motivation, will and desire and some of these aspects are still missing in Mwanza, for some reason or another. Hopefully this cooperation will last long giving lots of opportunities for people from different cultures to learn!

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# **Appendices**

## **Appendix 1. Questionnaire**

### **Mwanza – Tampere –Cooperation Project 2005-2006/ Good governance training course Questionnaire**

*The purpose of this questionnaire is to get feedback of the training on good governance, which was implemented in 2005- 2006. The intention is to evaluate the effects of the training and in that way improve possible future cooperation. For this purpose, it is important that you answer all the questions. The questionnaire is anonymous, i.e. so you need not write your name on the form. The responses will be analyzed in the city of Tampere during July 2007.*

*In the questions where there are numbers, please circle the option which best describes your opinion. In some questions you just have to mark either “yes” or “no”. There are also questions followed by empty space, where you can write your answer down.*

*Thank you for your cooperation!*

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#### **Background information:**

1. Sex:      Female       Male

2. Employer: City       Non-governmental Organization       Private Sector

3. Department in which you are working: \_\_\_\_\_

4. Age:      Under 25y

Between 26-35y

Between 36-45y

Over 46y

5. Did you learn something new in the training?

Yes  No

Could you describe what the most important issues that you learned were?

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6. Describe in your own words what was the best part of the training considering your learning? (For example facilitators, conditions, arrangements, some specific topics, group work etc.)

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7. Did the training give you new information about the Local Government Reform Programme?

Yes  No

Was it easier to understand the meaning of the reform after the training?

Yes  No

Are the aims of the reform programme familiar to you?

Yes  No

Do you think this kind of training was needed?

Yes  No

8. Below is presented the goals of the Local Government Reform Programme. Please arrange these goals from 1 to 7, where 1 is the most important goal and 7 is the least important goal of the reform in your opinion.

In the future:

- LGAs should be strong and effective institutions.
- LGAs should be largely autonomous institutions.
- LGAs should be democratically governed: election of leadership should be through full democratic process.
- LGAs should derive legitimacy from service to the people.
- LGAs should foster participatory development.
- LGAs should have institutions that reflect local demands.
- LGAs should conduct activities with transparency and accountability.

How MCC has been able to realize the goals of the reform? Could you give some examples?

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9. Explain in your own words the following concepts:

a) Accountability

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b) Transparency

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c) Integrity

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d) The Rule of Law

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How do you implement these principles in your own work? Could you give some examples?

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10. How crucial are the following concepts in implementing the good governance? Circle one alternative.

*1= Not Important At All, 2= Not Very Important, 3= No opinion, 4= Quite Important, 5= Very Important*

a) Accountability      1      2      3      4      5

b) Transparency      1      2      3      4      5

c) Integrity      1      2      3      4      5

d) The Rule of Law	1	2	3	4	5
e) Working Democracy	1	2	3	4	5
f) Free Press	1	2	3	4	5

11. How important it is to strive to good governance considering the following aspects?

*1= Not Important At All, 2= Not Very Important, 3= No opinion, 4= Quite Important, 5= Very Important*

a) development of Mwanza	1	2	3	4
5				
b) generally sustainable development	1	2	3	4
5				
c) cutting down corruption	1	2	3	4
5				
d) developing human rights	1	2	3	4
5				
e) democracy in generally	1	2	3	4
5				

12. Think about the good governance and especially local government. In your opinion, how crucial are the following features for implementing good governance in the local phase?

a) Keeping records on procedures	1	2	3	4
5				
b) Clearly set goals	1	2	3	4
5				
c) Good working atmosphere	1	2	3	4
5				

13. When thinking about local authorities, how important are the following features for the employee to adopt? Choose one alternative.

a) Client skills	1	2	3	4	5
b) Interaction skills	1	2	3	4	5
c) Academic learning	1	2	3	4	5
d) Excellent Work Ethic	1	2	3	4	5

14. How do you understand the concept of knowledge management? Explain in your own words.

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15. Have there been changes in the management of the local authorities after the training?

Yes  No

If yes, could you give some examples?

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16. Have you participated in OPRAS (Open Performance Review Appraisal System) or some other development discussion?

Yes  No

Was this before or after the training?

Before  After

17. Mr. Gisabu presented in his lecture that “a public servant should strive to promote teamwork with his/her co-employees”. How do you see this demand, what are the benefits or limitations of teamwork?

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18. Has anyone approached you with the intention of bribing after the training?

Yes  No

If yes, how did you solve the situation, did the training give you some tools to use?

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Was your reaction in the situation different now *after* the training than before it? Could you give some examples?

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19. How do you see the following claims? Circle one alternative.

1= *Totally Disagree*, 2= *Partially Disagree*, 3= *Neither Agree or Disagree*, 4= *Partially Agree*, 5= *Totally Agree*

a) It is acceptable that family ties can have an effect on the behaviour of local authorities when delivering services

1            2            3            4            5

b) Corruption takes place despite of the income level of the employee

1            2            3            4            5

c) The reason for low salaries is corruption system, not vice versa

1            2            3            4            5

d) Even a one public servant can affect the way things are

1            2            3            4            5

e) The moral of a public servant is more important factor than academic skills

1            2            3            4            5

f) The working atmosphere is changing

1            2            3            4            5

g) My attitude to bribing has changed after I took part in the training

1            2            3            4            5

20. Considering the status of a client, how much of an effect does each of the following components have on the behaviour of local authorities? Circle one alternative.

1= *not effect at all*, 2= *slightly effect*, 3= *no opinion*, 4= *some effect*, 5= *very much effect*

a) implementing good governance      1      2      3      4  
    5

b) local authorities with high moral      1      2      3      4  
    5

c) client is internal client      1      2      3      4  
    5

d) client is external client      1      2      3      4  
    5

21. When considering especially the quality of the services, how crucial are the following factors? Circle one alternative.

1= *Not Important At All*, 2= *Not Very Important*, 3= *No opinion*, 4= *Quite Important*, 5= *Very Important*

a) total quality management (TQM)      1      2      3      4      5

b) high moral of local government authorities      1      2      3      4      5

c) providing services on schedule      1      2      3      4      5

d) competence of delivery	1	2	3	4	5
e) atmosphere of the workplace	1	2	3	4	5
f) personnel performance	1	2	3	4	5
g) motivation of the employees	1	2	3	4	5

22. Have you noticed that attitudes of your colleagues would have changed after the training?  
Give examples.

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23. Is there a situation in which you behaved in the different way that you would have done before training?

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24. Have there been changes in the working practices after the training? Could you give some example?

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25. How do you see the future of local governance? Do you think the working climate in your workplace is changing?

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-Thank you for your answers!-

## **Appendix 2. Interview Guide**

### **1. Background information**

- Age
- Employer (city, NGO, private)
- Department in which you are working
- For how long
- Could you tell me about your ordinary work day, how does it go, what do you normally do?

### **2. The Training**

- Do you think that this kind of training was needed?
- Why this kind of training was needed/was not needed?
- Were the training and its aims easy to understand?
- Was there something in the training that could have done differently?
- Did the training change your working day somehow?
- Have you use some kind of advices that training gave you? Did you get more knowledge or exactly tips how to behave?
- Can you say that the attitudes of your colleagues have changed after the training?

### **3. Working Climate and Practices after the Training**

- Do you use team work in your department?
- How do you do it, could you give me some examples?
- Do you think that working in team is more effective than working alone?
- Are there many persons who do not do their part in the team work? Is it a problem?
- If yes, do you still think it is more effective than working alone?
- What about the climate in your workplace, are people more motivated after the training?
- Can you bring up some issues, which have been changed permanently, or at least seem to be changed permanently?
- What about OPRAS, do you use it? How often?
- Do you think that the results and possible changes in attitudes are permanent?

### **4. Own Attitudes**

- In your opinion, is there a difference in the level of corruption comparing the situation before and after the training?
- Do you think this is because of the training?
- What do you think are the most common ways of bribing?
- How do you think about the claim that “public servants lose their credibility and in front of the clients if they take bribes”?
- Is it important to keep up your credibility, does it matter what clients think?
- Is there a difference in your behaviour depending if the client is external or internal? Why is that?
- If someone favours his or her family members in delivering services, is that corruption in your opinion? Why not/yes?
- Do you feel that you are example to your subordinates and colleagues and it matters what do you do?

### **5. The Principles of Good Governance and LGRP**

- How do you understand the concept good governance?
- Did you know the concept before training?

- Is this kind of training different than earlier development programmes have been? Why?
- Can you mention some aims of the Local Government Reform programme which have been already reached?
- Is the implementing of Good Governance more ethical or practical thing? Why is that?
- Here is a claim: “it is not possible to improve the achievement of local authorities without better salaries and new office tools”. True or false? Why?
- How do you see the future, will the LGRP succeed, if there is not anymore training programmes?

In the end I would like to ask if you think there is any aspect of your experience that has not been covered in this interview, what you would like to tell me?