EXPLORATION OF PERFORMANCE OF CENTRALISATION AND DECENTRALISATION OF RECRUITMENT, SELECTION AND ALLOCATION OF LOCAL GOVERNMENT AUTHORITY STAFF: A CASE STUDY OF TABORA MUNICIPALITY
EXPLORATION OF PERFORMANCE OF CENTRALISATION AND DECENTRALISATION OF RECRUITMENT, SELECTION AND ALLOCATION OF LOCAL GOVERNMENT AUTHORITY STAFF: A CASE STUDY OF TABORA MUNICIPALITY

By
Florence Frank Uiso

A Dissertation Submitted in Partial Fulfillment of the Requirements for Award of Masters Degree of Public Administration of Mzumbe University 2015
CERTIFICATION

We, the undersigned, certify that we have read and hereby recommended for acceptance by the Mzumbe University, a dissertation entitled Exploration of Performance of Centralization and Decentralization of Recruitment, Selection and Allocation of Local Government Authority Staff: a case study of Tabora municipality in partial fulfillment of the requirements for award of Master of Public Administration at Mzumbe University.

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I, Florence Frank Uiso declare that this thesis is my own original work and that it has not been presented and will not be presented to any other university for a similar or any other degree award.

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DEDICATION

This dissertation is dedicated to my beloved son Emmanueli Longopa for his tolerance as he was missing motherly love during my studies.
## ABBREVIATIONS AND ACRONYMS

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Full Form</th>
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<tr>
<td>PSRS</td>
<td>Public Service Recruitment Secretariat.</td>
</tr>
<tr>
<td>HOD</td>
<td>Head of Department</td>
</tr>
<tr>
<td>CD</td>
<td>Council Director</td>
</tr>
<tr>
<td>LGA</td>
<td>Local Government Authority</td>
</tr>
<tr>
<td>PO-PSM</td>
<td>President’s Office, Public Service Management</td>
</tr>
<tr>
<td>PO-PSC</td>
<td>President Office Public Service Commission</td>
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<tr>
<td>MD</td>
<td>Municipal Director</td>
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ABSTRACT

This study explored the performance of centralized and decentralized recruitment and selection and allocation of LGA staff in Tabora municipality. The main research question focused on bringing out information on how decentralized and centralized recruitment and selection are performed, how does the practice of policies and guideline which govern recruitment and selection of local government employees affect fairness, efficiency and effectiveness of recruitment and selection in Tabora municipality, and whether corruption, low skills capacity of local councilors and administrators affect performance of recruitment and selection. The study employed a qualitative and quantitive approach involving a case study design, where employees who participated belonged to Tabora municipality councils. A total 60 respondents were obtained from seven different work departments in the council including secondary educational, health, accountancy, human resource, legal and agricultural and livestock development. The municipality director was involved as employer. Purposive and random sampling procedures were used to select respondents. Interview, questionnaire and focus group discussion provided largely qualitative data.

Before the analysis data filtering, mind mapping with idea of eliminate irrelevant data were done. Moreover data codification and classification was done. The data were processed and analyzed manually. Furthermore quantitative data was analyzed in form of numerical values accompanied with tables in addition simple calculation were done to obtain the number and percent of respondents who agree on the same issue moreover some data from interview and focus group discussion were analyzed through narratives analysis and conversational analysis. Findings revealed both decentralized and centralized recruitment and selection procedures were in operation for placing employees in Tabora municipality. Specialized high cadre employments were centrally recruited while low cadres were recruited under decentralized system. The decentralized recruitment and selection under LGA were influenced by nepotism, corruption and low skills capacity of administrators and councilors that led to poorly qualified employees to access position in the councils and finally hindered decentralized recruitment. However, both methods were marked by advantages and disadvantages. The study therefore recommends a combination of both methods in any one recruitment and selection procedures to resolve inefficiencies observed thereof.
# TABLE OF CONTENTS

CERTIFICATION ................................................................................................................. i  
DECLARATION .................................................................................................................. ii  
COPYRIGHT ..................................................................................................................... ii  
ACKNOWLEDGMENT ........................................................................................................ iii  
DEDICATION ..................................................................................................................... iv  
ABBREVIATIONS AND ACRONYMS .............................................................................. v  
ABSTRACT ....................................................................................................................... vi  
TABLE OF CONTENTS .................................................................................................... vii  
LIST OF TABLES ............................................................................................................... x  
LIST OF FIGURES ............................................................................................................. xi  

## CHAPTER ONE ............................................................................................................... 1  
INTRODUCTION AND PROBLEM SETTING ................................................................. 1  
1.0 Introduction ................................................................................................................. 1  
1.1 Background to the Study ............................................................................................ 2  
1.2 Statement of the Problem ......................................................................................... 5  
1.3 Objectives of the study ............................................................................................... 6  
1.3.1 Main Objective ................................................................................................... 6  
1.3.2 Specific objectives ............................................................................................... 6  
1.4 Research Questions ................................................................................................... 6  
1.4.1 Main Research Questions .................................................................................... 6  
1.4.2 Sub Questions ..................................................................................................... 7  
1.5 Significance of the Study ......................................................................................... 7  

## CHAPTER TWO ............................................................................................................... 10  
LITERATURE REVIEW .................................................................................................... 10  
2.0 Introduction ................................................................................................................. 10  
2.1 Conceptualization of Recruitment and Selection ..................................................... 10  
2.1.1 Recruitment ....................................................................................................... 10  
2.1.1.1 Recruitment process ....................................................................................... 10  
2.1.2 Selection ............................................................................................................. 12  
2.1.2.1 Selection Process ........................................................................................... 12
2.2 Conceptualization of Decentralization ................................................................. 14
2.3 Procedures for Recruitment under Decentralization Recruitment in Tanzania ........ 16
2.4 Theoretical literature review on decentralized Recruitment and Selection .......... 18
2.5 Policies and guidelines governing decentralization recruitment in Tanzania .......... 21
2.5.1 Local government reform agenda of 1996 ........................................................ 21
2.5.2 The policy paper of 1998 ................................................................................. 21
2.5.3 The Public Service Management and Employment Policy, 2009 ..................... 23
2.6 Centralization of Recruitment Process ................................................................... 23
2.7 Provisions by Tanzania government on how general appointments can be done .... 26
2.8 Stakeholder of recruitment in Tabora municipality .............................................. 27
2.9 Empirical Literature Review ................................................................................. 28
2.10 Conceptual framework ......................................................................................... 29
2.10.1 Elaboration of variables and interaction in the conceptual framework ........... 31
2.11 Research Gap ....................................................................................................... 31

CHAPTER THREE ........................................................................................................... 32
RESEARCH METHODOLOGY ....................................................................................... 32
3.0 Introduction .............................................................................................................. 32
3.1 Research Approach ................................................................................................ 32
3.2 Research Design .................................................................................................... 33
3.3 Area of Study .......................................................................................................... 33
3.4 Target Population .................................................................................................. 34
3.5 Sampling Strategies ............................................................................................... 34
3.6 Methods of Data Collection .................................................................................. 35
3.6.1 Interview ........................................................................................................... 35
3.6.2 Questionnaire .................................................................................................. 35
3.6.3 Focus group discussion Guide ......................................................................... 36
3.6.4 Documentation .................................................................................................. 36
3.7 Data Analysis ........................................................................................................ 37
3.8 Reliability and Validity of research instruments ................................................. 37
3.9 Limitations of the Study ....................................................................................... 38
3.10 Ethical Considerations ......................................................................................... 39
LIST OF TABLES

Table 2.1 Recruitment procedure as per public service regulation’s 2003 ............... 18

Table 4.1 How corruption, Recruitment Skills Capacity for Local Councilors and the Administrators and Nepotism Practices Hindering Performance of Decentralized Recruitment and Selection ........................................ 49

Table 4.2. Advantage of centralized recruitment and selection ............................ 51

Table 4.3 Disadvantage of centralized recruitment ............................................ 55

Table 4.4 advantage of decentralization recruitment ........................................ 58

Table 4.5 ; Disadvantage of decentralized recruitment and selection................. 60
LIST OF FIGURES

Figure: 2.1. Conceptual Framework ............................................................................. 30
CHAPTER ONE

INTRODUCTION AND PROBLEM SETTING

1.0 Introduction

According to Erasmus et al. (2005:206) recruitment can be defined as “those activities in human resource management which are undertaken in order to attract sufficient job candidates who have the necessary potential, competencies and traits to fill job needs and to assist the public service institution in achieving its objectives”. The recruitment process is different from selection process; selection comprises the choosing from a number of candidates a person who, in the opinion of the selector, succeeds in meeting the required standard of performance (Gerber et al, 1992:235). The objective of recruitment is to increase the selection ratio that is the number of applications per job opening (Cherrington, 1995:192).

In order to increase efficiency in hiring and retention, to ensure consistency and compliance in the recruitment and selection process, there are steps to follow. These are identification of vacancy and evaluation of need; development of position description; development of recruitment plan; selection of a search committee; posting of a position and implementation of recruitment plan list; interviewing, and hiring (Mayhew, 2009). Criteria for effective recruitment involve that; Employment committee should have recruiters who are expertise or specialists and having experience in full life-cycle recruiting, employment committee should work according to the law guiding recruitment (legal compliance) and recruitment should be conducted by independent recruitment body (Mayhew, 2009).

In Tanzania after independence, graduates and secondary school leavers were recruited by direct employment through Manpower Allocation Committee of the Central Establishment (Shangali, 2009). In 1972 the central government was responsible in recruitment through centralization recruitment, In 1982 the government of Tanzania adopted decentralization recruitment through Local Government Service Commission established in 1982 (Munga et al., 2009). The Commission was responsible for the appointments, transfers, promotions, termination of appointments, dismissal and discipline control of personnel within local government office (URT, 1982).
continued up to 1996. When the government adopted decentralized recruitment as part of decentralization reforms. The Local Government Reform Act explained that the local government would be more autonomous in managing their administrative personnel and financial affairs, and determining their own priorities that staff would be responsible and accountable to their councils in terms of appointment, performance and discipline (URT, 1996). This shows that the government decided to decentralize planning, recruitment and selection process.

Due to weaknesses of decentralized recruitment system, the government of Tanzania adopted centralized recruitment. The weaknesses of the decentralized recruitment system included, among other things, lack of important recruitment information when needed; lack of meritocracy; lack of qualified applicants to some areas in the country; lack of ethics during the process; huge budget spent by the government; the increase of nepotism, tribalism and corruption in civil service; and lack of induction courses to new employees. All these necessitated centralization of the recruitment process so as to improve the situation (URT, 2012). The question is how decentralized and centralized recruitment and selection do and allocations of staffs perform and what role does the government policy, guideline and the culture of corruption and nepotism play in the process of recruitment and selection and its output?

1.1 Background to the Study

The historical trend of recruitment and selection in public institutions can be traced back from the period after independence. In that period the government did not have clear and well defined human resource policies governing recruitment and selection. It was operating with public administration system which was inherited from colonial period. The method of filling vacant posts was guided by general orders, administration circulars and staff circulars. Graduates who were secondary school leavers and primary school leavers were recruited through manpower allocation committee of the central establishment (Shangali, 2009). Later, the power to appoint graduates was left to civil service commission. The commission set its own standards and procedure for filling vacant posts. From 1999, the public service management and employment policy explains the filling of the vacant post externally and internally shall be conducted in open competition. Statutes governing recruitment and selection procedure are Public

The mainland Tanzania has a long history of functioning local government, starting with the Native Authority Ordinance in 1926. Later there was a ten year break, as in 1972 the local government was abolished and replaced with a direct central government rule (Kuntajarjestelima, 2006). The re-introduction of local government that occurred in the beginning of the 1980s, the rural councils and rural authorities were re-established. Local Government elections took place in 1983 and the establishment of functioning councils in 1984 (Kuntajarjestelima, 2006).

Decentralization makes people who are employed by local government authority to be recruited and selected by the people who are going to work with them and political elected representatives of the people who are going to serve them. The government of Tanzania decided to decentralize recruitment and selection process. The guidelines which established decentralization recruitment in Tanzania involve policy paper (1998) and local government reform agenda (1996). A decisive step towards the reform of the local government systems was taken in June 1996, when the Prime Minister announced the government decisions to restructure and downsize regional administration with the objectives to make the local government more efficient and effective (Prime Minister budget speech, June 28,1996; Prime Minister’s Circular, July/1/1996 as quoted in URT, 1996). The local government authorities were planning to recruit and select their personnel themselves in order to improve service delivery framework of the Local Government (URT, 1996). This shows that the government decided to decentralize planning, recruitment and selection process. The policy paper (1998) reports that the councils (City, Municipal, Town and District) will be fully responsible for planning, recruiting, rewarding, promoting, disciplining, developing and firing of their personnel. The councils will be the appointing authorities and employers for local government personnel (including teachers, health staff and agricultural staff) generally on a contract basis. The councils will, through their appointing committees, appoint and employ the Council Director (CD), the departmental heads, and will adopt staffing plans and budgets. Recruitment of lower grade departmental staff will be the responsibility of the Council Director with the assistance of heads of departments, where the actual
knowledge of skills requirement is most accurate (URT, 1998). Thus the government of Tanzania decided to decentralize recruitment process and give more power to local government authority to decide its own issues related to recruitment process. This helped the authority to hire applicants who were compatible with their supervisor and environment. Also, it involved to improve participation of the people in local government authority through their elected political leader who would be involved in hiring employee and who would be going to serve them in respective local government authority.

In 2006 the governments of Tanzania adopt another centralization phase. This was due to unequal distribution of employees as many workers wanted to be employed in towns and developed districts and disliked remote and rural districts. The government of Tanzania decided to centralize the recruitment and selection process in which the central government distributed employees to help rural areas to have as enough employees as municipality tends to have. Responding to the reported problems related to the recruitment of health workers, teachers and accountants under the decentralized arrangement, the central government decided to centralized recruitment and selection system of health workers, teachers and accountants through the issuance of a Presidential Establishment Circular (2006).

In general Tanzania governments moved and changed from decentralize recruitment to centralize recruitment and sometimes from centralize recruitment to decentralize recruitment: In 1972 Tanzania government centralize recruitment where by all employee were centrally recruited. In 1982 the government of Tanzania decentralize recruitment system through local government civil service commission the commission was responsible in appointment promotion, discipline and dismissal of employees. In 1996 the government of Tanzania adopted decentralize recruitment as party of decentralize reform. Again in 2006 due to unequally distributional of employee between rural and urban district the government of Tanzania centralize recruitment process and establish PSRS in January 2009 which gain its legal mandate through Act No 8 of 2007 as amended by Act No 18 of 2007. The responsibility of PSPR is to recruit on behalf of government institutions.
This study, therefore, intended to explore the performance of centralization and decentralization of recruitment, selection and allocation of staff in Tabora municipality authorities to determine and evaluate why the government of Tanzania is in dilemma on recruitment and selection changing between decentralization to centralization. Consequently, the study results will be used as baseline information which will assist the government and develop amicable strategies which will improve recruitment and selection of employees and avoid this dilemma of centralization –decentralization recruitment and selection in Tanzania.

1.2 Statement of the Problem

Decentralized recruitments were aimed to make local government more autonomous in managing their administrative personnel and financial affairs, and determining their own priorities that staff will be responsible and accountable to their councils in terms of appointment, performance and discipline also to improve social service delivery as the government will be closer to the people (URT, 1996). From 1996 all staff were recruited through local government authority. Though the government adopted decentralized recruitment and selection it could not realize the intended goal.

This could be due to increased corruption in relation to the decentralized recruitment process, favouritism, low capacity of local government authorities to recruit qualified personnel, and mostly unequal distribution of employees as many employees don’t like to live in remote, rural and underdeveloped districts (Njovu, 2013). Recently, the recruitment process in Tanzania has been centralized. Staff workers in the government sectors are centrally recruited through Public Service Recruitment Secretariat whereby the staffs are allocated to different work destinations within Tanzania. The Secretariat does not, however, deal with teachers and health officers. Teachers and health officers are centrally recruited by their respective Ministries after completion of their professional trainings.

In fact, the government of Tanzania moved and changed from decentralized to centralized recruitment process. In 1972 all staffs were centrally recruited while in 1996 the government of Tanzania decentralized the recruitment process whereby every government institution was recruiting by itself and in 2009 the government of Tanzania
centralized recruitment process again through introducing Public Service Recruitment Secretariat which is responsible for recruiting on behalf of government institutions including local government authorities. But still recruitment under centralized system does not perform well. Still recruitment is not efficient and effective. Thus there is every reason to know why. This study thus sought to explore the performance of centralized and decentralized recruitment, selection and allocation of staffs utilizing Tabora municipality as a study case.

1.3 Objectives of the study

This study was guided by both main objective and specific objectives as follows:

1.3.1 Main Objective

The aim of this study was to explore the performance of centralized and decentralization recruitment, selection and allocation of staff in Tabora municipality council.

1.3.2 Specific objectives

The study was guided by three specific objectives as follows:

a) To find out how the practice of policies and guideline which govern recruitment and selection of local government employees affects fairness, efficiency and effectiveness of recruitment and selection in Tabora municipality.

b) To investigate how the culture of corruption and nepotism and low capacity of Tabora municipality council hinder the performance of decentralized recruitment and selection.

c) To identify the advantages and disadvantages of decentralized or centralized recruitment and selection systems.

1.4 Research Questions

1.4.1 Main Research Questions

How do decentralized and centralized recruitment and selection perform in Tabora municipality?
1.4.2 Sub Questions

a) How does the practice of policies and guideline which govern recruitment and selection of local government employees affect fairness, efficiency and effectiveness of recruitment and selection in Tabora municipality?

b) How does the culture of corruption and nepotism and low capacity of Tabora municipality council hinder the performance of decentralized recruitment and selection?

c) What are the advantages and disadvantages of decentralized or centralized recruitment and selection systems?

1.5 Significance of the Study

Writers reported that nowadays organizations are in competition for talents. This means that organizations that can attract and recruit the talented employees are the most successful. Therefore employee’s competence is the key for success in any organization including local government authority. The recruitment process is therefore very important. Mistakes in the recruitment process can have serious consequences for companies’ survival and success (Storey et al., 2009). Good staff recruitment can be taken as one reason for organizational achievements where issues like employee skill, competence and talent and suitability must be considered for the organizational achievements. Organizations that have developed a successful recruitment and selection process often have a low resignation rate which can save an organization good amount of time and money. Hiring and training of employees can bring unnecessary cost for an organization (Mayhew, 2009). So, the government of Tanzania needs to adopt good recruitment method to save money and time which will be spent after resignation of previous employees. It has been shown from background of the study how Tanzania has been struggling for better way to recruit and allocate public servants in its organizations since its independence for the purpose of improving service delivery to its citizens. The government has been shifting the responsibility of recruiting from one authority to another but the problems are yet to be solved (Njovu, 2013).
Since few of them have worked in this area, therefore conducting this study is important so as to get stakeholders’ opinions on the centralized and decentralized systems of recruitment. This study therefore will sensitize the government of Tanzania to adopt good recruitment process that could save it from that loss of time and money. The performance of centralization and decentralization recruitment, selections and allocations of staffs requires an analysis in order to improve recruitment and selection process in local government authorities and to provide important information to create sustainable strategies aimed at improving the recruitment process in local government authorities. Also, the outcome of this study will add knowledge to the existing literature and influence the government of Tanzania to advance further the policy of recruitment and selection.

1.6 Delimitation of the Study

The research was on performance of centralized and decentralized recruitment, selection and allocation of local government staff, a case study of Tabora municipality. The employees as well as the employers of Tabora municipality were involved. The research did not involve other residents of Tabora municipality or other districts in Tabora region.

1.7 Organizational of the dissertation

Chapter One of the research is divided into the introduction, background to the study, statement of the problem, significance of the study, main research objective, specific research objectives, main research question, sub research question and delimitation of the study. Chapter Two involved conceptualization of recruitment and selection, recruitment process, selection process, conceptualization of decentralization, procedure of recruitment under decentralization in Tanzania, it also describe Theoretical literature review on decentralized Recruitment and Selection, policies and guidelines which govern decentralized recruitment in Tanzania, centralization of recruitment process, guidelines which govern centralization recruitment process in Tanzania, empirical literature review and the conceptual framework.
Chapter Three on research methodology is divided into research approach, research design, area of Study, target population, sampling strategies, methods of data collection which include interview, questionnaire and focus group discussion, data analysis, reliability and validity of study instruments, ethical consideration and limitation of the study. Chapter Four covers Introduction, performance of centralized and decentralized recruitment, practice of rules and regulations, how the culture of corruption and nepotism hindered decentralized recruitment and advantage and disadvantage of centralized and decentralized recruitment. Chapter five provides summary of key findings, conclusion and recommendations.
CHAPTER TWO

LITERATURE REVIEW

2.0 Introduction

This chapter presents a review of literature related to the study. The review of the relevant literature can be used to enrich the understanding of the problem. Its covering the conceptualization of recruitment and selection, recruitment process, selection process, conceptualization of decentralization, procedure of recruitment under decentralization in Tanzania, it also describe Theoretical literature review on decentralized Recruitment and Selection, policies and guidelines which govern decentralized recruitment in Tanzania, centralization of recruitment process, guidelines which govern centralization recruitment process in Tanzania and the conceptual framework.

2.1 Conceptualization of Recruitment and Selection

2.1.1 Recruitment

According to Cherrington (1995:192), recruitment is a process of attracting potential job applicants from the available source. Moreover recruitment is those practices and activities carried on by an organizational with the primary purpose of identifying and attracting potential employees (Barber, 1998). Furthermore recruitment is the process of searching for prospective employee and stimulating them to apply for jobs in the organization (Flippo, 1984:141). Mullins (1999) indicated that to be a high performing organization, human resource management must be able to assist the organization to place the right person in the right job. The human resource management practices include recruitment, selection, placement, evaluation, training and development, compensation and benefits, and retention of the employees of an organization and health safety.

2.1.1.1 Recruitment process

Scholars have shown various steps of recruitment such as recruitment planning, attracting candidates, sources of applicants, and screening applicants.
According to Aswathappa (2010), firstly recruitment is started by planning which involves the translation of likely job vacancies and information about the nature of the jobs into a set of objectives or targets that specify the number and type of applicants to be contacted, number of contacts. Organizations, nearly always, plan to attract more applicants than they will hire. Some of those contacted will be uninterested, unqualified or both. Type of contact refers to the type of people to be informed about job openings and the type of people depends on the tasks and the responsibilities involved and the qualifications and experience expected where these details are available through job descriptions and specifications.

Secondly, it involves attracting candidates, where this is primarily a matter of identifying, evaluating and using the most appropriate sources for getting applicants. However, in cases where there are difficulties in getting the right applicants, there might be a need to conduct organizational analysis which is helping an organization to know how it can get right applicants for its job. This is because the organization through organizational analysis knows its strengths and weaknesses including reputation, pay, and employee benefits and working conditions. Always the applicants of the jobs looking for a company which is having good pay, security of employment, location, company reputation and good career prospects (Itika, 2011).

Thirdly, it involves sources of applicants. As a matter of principle, applicants within the organization should be given an equal opportunity to compete with external applicants for any post that becomes vacant. The methods that are used for recruitment include advertisements, the use of recruitment agencies and consultants, executive search consultants, internet and educational establishments.

The method used will depend on experience, time available, resources, nature of the organization and the job (Itika, 2011).

Finally, it is screening of applicants. The screening process can be an arduous one when recruiters for large organizations must sort through thousands of resumes, applications and letters of interest (Mayhew, 2009).
2.1.2 Selection

Robert (2005:77) defines “selection” as involving the evaluation of candidates and development of systems, procedures and methods according to which sound selection can be made in order to ensure the addition of high quality personnel to the organization concerned. Furthermore, selection is the process of picking an individual out of the pool of job applicants with requisite qualifications and competences to fill jobs in the organization (Aswathappa, 2010:196). On the other hand, according to Gerber, Nel and Van Dyk (1992:325), selection comprises choosing from a number of candidates a person who, in the opinion of the selector, succeeds in meeting the required standards of performance.

2.1.2.1 Selection Process

Writers show various steps of selection such as initial screening, completion of application form, employment tests, comprehensive interviewing, background investigations, physical examinations and final employment decisions (Decenzo & Robbins, 2008).

Firstly, preliminary interview in culmination of the recruiting efforts should be prepared to initiate a preliminary interview of potentially acceptable candidates. This screening is in effect of two procedures: One, the screening of inquiries and two the provisions of screening interviews. If the recruiting efforts have been successful, we will be confronted with a number of potential applicants. Based on job description and job specification, some of these respondents can be eliminated (Decenzo & Robbins, 2008).

Secondly, it is the completion of application form once the initial screening has been completed. Applicants are asked to complete organizational application form. The amount of information required may be only applicant name, address and telephone number. Some organizations may request the completion of a six to ten page comprehensive personal history profile. In general, the application form gives a synopsis of what applicants have been doing during their adult life, their skills and their accomplishment (Decenzo & Robbins, 2008).
Thirdly, involves employment tests. Organizational historical relies to a considerable extent on intelligence, aptitude and interests tests to provide major inputs to the selection process. Even handwriting analysis (graphology) and lie detector (polygraph) tests have been used in the attempt to learn more about the candidate – information that will supposedly lead to more effective selection (Decenzo & Robbins, 2008).

Fourthly, involves comprehensive interviewing. Those individuals who are still viable applicants after initial screening, application form and required test are then given a comprehensive interview. The applicant may be interviewed by personnel department interviewer, executives within the organizations and/or a potential supervisor. The comprehensive interview is designed to probe areas that cannot be addressed by the application form or tests, these areas assessing one motivation, ability to work under pressure and ability to fit in with the work organizational (Decenzo & Robbins, 2008).

Fifthly, it is background investigation. This is to undertake an investigation of those applicants who appear to offer potentiality as employees. It may include contacting former employer to confirm the candidate work record and to obtain their appraisal of his/her performance, contacting other job related and personal references and verification of educational accomplishment shown on the applications (Decenzo & Robbins, 2008).

The sixth involves the physical examination. This is an employment step found in most businesses. It can vary from a very comprehensive examination and matching of an applicant physical capability to job requirements to simple check of general physical appearance and well-being. Physical examinations have their objectives; firstly, it serves to ascertain the applicant physical capabilities. For example, can applicant walk, stand up and is his/her eyesight sufficiently keen to meet the job requirements? Secondly, is to protect the company against unwanted claims under worker compensation laws. In recent years, employees have won settlements for loss of hearing. If an employee does not meet job requirement like physical ability, he or she cannot be selected (Flippo, 1984:160).

The last is final employment decision. Those individuals who perform well on the interview, physical examinations and employment test are now considered to be
eligible to receive an offer of employment. The offer should be made by the personnel departments and the manager in the department. For those candidates who were involved in the selections process and did not perform well they should be informed in good ways (Decenzo & Robbins, 2008).

2.2 Conceptualization of Decentralization

According to Rondinelli (1983), decentralization is defined as the transfer of authority, responsibility and resources through decentralization, delegation or devolution from the center to lower levels of administration. On the other hand decentralization can be defined as a transfer of authority, responsibility and accountability from central to local government (Barnett et al, 1997). Furthermore decentralization is a process of state reforms composed by a set of public policies that transfer responsibilities, resources or authority from higher to the lower level of government (Falleti, 2005). Moreover decentralization in general terms is often used to refer to the transfer of authority for decision making, finance and management from higher level to lower authorities with considerable degree of autonomy from the higher level. It involves giving more power, authority and responsibility to the lower level of the government (Itika, 2011).

Decentralization is anticipated to bridge the gap between government and the people, therefore is expected process which would transfer power, autonomy, responsibility and public tasks to local government (Rohitarachoon & Hossain, 2012). According to policy paper (1998), decentralization by Tanzania government on recruitment is explained as administrative decentralisation; This principle involves delinking local authority staff from their respective ministries and procedures for establishment of a local payroll. Local governments will thus have and recruit their own personnel, organized in a way decided by the respective councils in order to improve service delivery. Administrative decentralization makes local government staff accountable to local council.

Decentralization can fall into different folds, such as deconcentration, devolution and delegation. Therefore, it can further be defined, firstly, as shifting of workload by centrally allocated officials to staff or officials outside the national capital (deconcentration); secondly as transfer of management from center to semi-
autonomous organization and agencies within public service structure (delegation) and thirdly transfer of political and decision making powers and authorities for managing public service to independently elected local government (devolution) (Rondinelli et al, 1983). In Tanzania decentralization is in the following categories; Firstly, political decentralization which involves the strengthening of the local democratic institutions, enhancing public participation and bringing control over many important aspects of people’s daily lives nearer to the people themselves. Secondly, is fiscal decentralization that is involving decentralization of local government finances by introducing equitable and transparent revenue and capital development grants from central government to local government authorities this also involves giving local government authorities financial powers and powers to raise appropriate local revenues; Thirdly, Administrative decentralization: This is decentralization of personnel, integrating them into local government authority administration and away from ministry subordination, and restructuring of local government organisations (Mmari, 2005).

Fourthly service function decentralization: involving a decentralization of public services to bring service management and provision of services closer to the end user and to increase the quality and quantity of these services; and lastly, changed central-local relations: Involving the changing of the role of central government vis a vis local government authorities, with the central government having the over-riding powers within the framework of the constitution and the legal framework, and with the local government having devolved powers and responsibilities in law (Mmari, 2005). Administrative functions include human resource administration, therefore through administrative decentralization power and authority is granted to local government to manage their human resources that can be termed as personnel or human resource management decentralization (Treisman, 2002). Ingraham (1996) cited in Coggburn (2005) explained that decentralizing human resource gives line agencies considerable discretion and autonomy over human resource functions such as recruitment, hiring, position classification, compensation, performance evaluation and discipline in which manager are expected to use the discretion to enhance effectiveness and productivity of their agencies.
In 1980, the ruling only political party (CCM) of Tanzania ordered the Government to revive the Local Government System in the whole country. In 1982 Legislations Acts No.7, 8, 9, 10 and 12 were enacted by the National Assembly. Constitutional amendments of 1984 that reinstated power to the people through sound Local Governments under Clauses 8, 145 and 146 reinforced this change. Local Government elections took place in 1983 and Acts No.7 and 8 reintroduced rural and urban Local Government Authorities respectively effective from January 1984 (URT, 2000). This gave power to the local government authorities to have administrative dimension. It involves local government personnel integrating them in the local governments from ministerial subordination, and restructuring local government administration.

Local governments are empowered to recruit their own staff, organized in a way decided by respective councils in order to improve service delivery. The local government staffs are accountable to local councils. Each council will revisit its structure and functions to ensure that they reflect the needs and conditions in the area under its jurisdiction (URT, 2000). Indeed the literature on decentralization internationally often considers the lack of such autonomy as the ‘Achilles’ heel’ of devolution, as centrally controlled and transferred civil servants have no personal stake in the success of devolution. Yet central governments are often reluctant to let go of the power and patronage potential of centrally appointing and managing all key public service staff in the country (Mmari, 2005).

2.3 Procedures for Recruitment under Decentralization Recruitment in Tanzania

According to Munga (2009), recruitments during decentralized phase (1998-2009) were conducted through district recruitment boards. The Public Service Act 2002 and Public Service Regulation 2003 gave LGAs (Local Government Authority) powers to recruit and its procedures. To avoid unnecessary political interference in the recruitment process at LGAs levels, the Act and its regulation instructs LGAs to form recruitment boards with reduced number of councilors. Therefore each LGA had its boards comprised of a chairperson who is respected person in the respective district, one districts councilor member, a District Administrative Secretary or his or her representative, a Local Government Officer from Regional Secretariat and representative from Public Service Commission.
According to Munga et al. (2009), the recruitment process during decentralized phase went together with the budget process both at local and central level in which LGAs had to prepare estimates indicating number, type of workers and costs. Before submitting to Civil Service Management the estimates had to be discussed and recommended by all local governments committees and endorsed by full district council. Civil Service Management department endorses the estimates or adjusts before giving the permit to LGA. After getting the permit the LGAs had to act upon it within three months before its deadline (expire).

The District Employment Board had to be informed by the District Executive Director (DED) on the existence of the funded vacancy in the respective LGA. After informing the board, DED had a duty to advertise the posts in the local and national media and prepare a shortlist of qualified applicants through District Human Resources Officer. Thereafter the board sits for interviews of the shortlisted candidates. After the interview, names of the best candidates at interview were taken to the District Planning and Finance Committee for endorsement and, finally, letters of appointment were given to the candidates, with copies to the Public Service Commission, the Civil Service department and Ministry of Finance for information (Munga et al, 2009).
### Table 2.1 Recruitment procedure as per public service regulation’s 2003

<table>
<thead>
<tr>
<th>Budgeting Actors</th>
<th>Permits Actor’s</th>
<th>Open recruitment</th>
<th>Entry into the public service</th>
</tr>
</thead>
<tbody>
<tr>
<td>parliament</td>
<td>MDA’s, LGA’s, POPSM, MOF</td>
<td>MDAS/LGA and RS</td>
<td>Actor’s MDA, LGA, RAS</td>
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<th>Procedure</th>
<th>Procedure</th>
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<tbody>
<tr>
<td>1. Budget guideline</td>
<td>1. Application for permit</td>
<td>1. Advertisment</td>
<td>1. Medical check up</td>
</tr>
<tr>
<td>2. Preparation of PE (Budget)</td>
<td>2. Approval disapproval Basing on approved established bill</td>
<td>2. Short listing of Candidate</td>
<td>2. Completion of appointment letter</td>
</tr>
<tr>
<td>3. Approval of PE (Budget)</td>
<td>3. Interviewing according to set standards</td>
<td>3. Interviewing according to set standards</td>
<td>3. Collection of personal detail</td>
</tr>
<tr>
<td></td>
<td></td>
<td>4. Selection of the best candidate’s</td>
<td>4. Entry into payroll</td>
</tr>
</tbody>
</table>

Monitoring and Evaluation Meritocracy in recruitment

Actors PO-PSC

#### Procedure

1. Issuing guideline on recruitment matter’s
2. Conducting human resource compliance inspection
3. Receiving and handling complaints associated with recruitment and selection practice’s

(Source: Shangali, 2009).

### 2.4 Theoretical literature review on decentralized Recruitment and Selection

According to Hasenan (2010), decentralization leads to flexibility because it allows line managers to suit their priorities in accordance to their needs and environment changes. Furthermore decentralization is appreciated for increasing efficiency and improves service delivery since local government levels are closer to people, have access to local information and understand local context well, therefore they can better identify and
deliver local needs than the higher level (Smoke, 2003). Moreover, decentralization may result to increase in local accountability, transparent and responsiveness may increase local government’s ability to act including revenue mobilization, competent budgeting and financial management, enhance skills and professionalism and merit based recruitment and promotion (Barnett et al., 1997). Moreover, decentralization may result into flexible, innovative and creative administration; it increases political stability and national unity; it is more flexible and quickly responds to the problem; it is effective because local organization knows what actually happens within the area; leads to higher morale and commitment to the organization (Rondinelli & Cheema, 1983 as quoted by Njovu, 2013).

Furthermore, decentralization is believed in bringing merit based recruitment in local government authority this was explained in (URT, 2008). Recruitment of lower grade departmental staff will be the responsibility of the municipal director with the assistance of heads of departments where the actual knowledge of skills requirement is most accurate. A basic principle will be that people in management/supervisory positions are responsible for their personnel in terms of day-to-day operational matters and especially for staff development in terms of defining the present and future needs for skills and experience. However, decentralized human resources are mostly accompanied with corruption as it is likely that corruption is more widespread at the local than national level (Prud'Homme, 1995). Moreover it is reported that human resources decentralization without strong control mechanism is possibly tended to encourage favouritism and nepotism (Tessema et al., 2009). Furthermore, decentralized recruitment is blamed for causing inequity in human resources distribution among rural and urban and between rich and poor local governments the situation that exist in many countries (Wang et al., 2002).

Decentralized recruitments in Tanzania adopted due to the government desire to enhance decentralization by devolution policy, reduce bureaucracy and improve employees’ performance, motivation and accountability to be the reasons for decentralizing, the rigidity and slowness of the centralization process in one way or another affects the decision making process particularly vacancies filling (Njovu, 2013). In that regard the reasons for introducing decentralization recruitment process were centered around among others failure to fill vacant posts in time as centralized
system is said to be trapped by rigid, slow and cumbersome procedures that are incapable of meeting government human resources needs (Coggburn, 2001 as cited by Njovu 2013), another reason involved poor fit when local government authority uses a centralized recruitment process; it means that the people who perform the recruiting are not the same people who will actually work with the people that are hired. This can create problems with conflicts in personality or working styles if the centralized human resources department hires people who are not compatible with their colleagues or supervisors (Sicilly, 2009). So, the government of Tanzania decided to decentralize recruitment process and give more power to local government authority to decide its own issue related to recruitment process. This was to help the authority to hire applicants who are compatible with their supervisor and environment, also to improve participation of people in local government authority through their elected political leaders who would be involved in hiring employees who would be going to serve them in respective local government authority.

According to Green (2005) the experience of East Asian countries in managing the capacity, incentives, autonomy and accountability of the sub national civil service provides valuable lessons for other countries as follows: Implementation of devolved functions in Indonesia and the Philippines is running up against the limited staff capacity in local administrations. Decentralization has also affected incentive structures, creating incentives towards overstaffing, for example. Decentralization in the Philippines and Indonesia significantly boosted the authority of local managers. However, limits on local authority have led manages to bypass regulations, risking reduced accountability and vulnerability to corruption. China and Vietnam have made training for civil servants a priority, but local administrations continue to lack the capacity to manage resources. Furthermore, incentives are skewed against prudent supervision of local budgets. Restricted autonomy in setting staffing and wage levels in China and Vietnam makes controlling administrative expenditure difficult for local managers. Lack of clarity on roles and responsibilities hinders the accountability of local civil servants. In Thailand and Cambodia, central governments fear that local administrations do not have the capacity to take responsibility for service delivery. Both countries have therefore set up decentralized structures without devolving significant authority (Green, 2005).
2.5 Policies and guidelines governing decentralization recruitment in Tanzania


2.5.1 Local government reform agenda of 1996

The government of Tanzania established several objectives through local government reform agenda to monitor and assess process and achievement of local government reform. The objectives included: Firstly, the local government will be more autonomous in managing their administrative, personnel and financially affairs and determining their own priorities; secondly that local government will operate in a manner that is more democratic and transparent that reflected enhanced accountability to the people they are supposed to serve; thirdly is that staff will be more accountable and responsible to their council in terms of appointment, performance and discipline; While fourthly councils will have enhanced capacity in terms of staffs who are better trained in relevant skills.

The 1996 local government reform agenda continue to explain that there are weak human resource capacity and management in local governments. Most key staff working in the council are not accountable to them, but to the local government service commission or parent ministries. Furthermore the centralized management of councils is fragmented and suffers from understaffing, under financing and subterfuge. Also most councils especially the poorer and marginal ones face shortage of staffs with the requisite management and financial skills including also skills and motivation for working closely with the councilors who they are supposed to serve.

2.5.2 The policy paper of 1998

This reported that, firstly, the councils (city, municipal, town and district) will be fully responsible for planning, recruiting, rewarding, promoting, disciplining, development and firing of their personnel. The councils will be the appointing authorities and employers for all local government personnel (including teachers, health staff, agricultural staff etc.), generally on a contract basis. Job security and protection from
undue interference from councilors will be ensured through legislation together with appellant arrangements. The councils will, through their appointing committees, appoint and employ the Council Director (CD), the departmental heads and will adopt staffing plans and budgets.

Secondly, recruitment of lower grade departmental staff will be the responsibility of the CD with the assistance of HODs (Head of Department) where the actual knowledge of skills requirement is most accurate. A basic principle will be that people in management/supervisory positions are responsible for their personnel in terms of day-to-day operational matters and especially for staff development in terms of defining the present and future needs for skills and experience.

Thirdly, local authorities shall continuously try to streamline their operations and organization as described in the relevant section and shall, with the assistance of mobile teams from the Ministry of Regional Administration and Local Government (MRALG), develop new organizational structures and committee systems and affordable and needs oriented staff plans. On the other hand improved service delivery will require local authority staff to be governed by less cumbersome administrative procedures and be more responsive to the actual needs of the general public - going from a bureaucratic behavior to a service- and performance-oriented behavior.

Fourthly, based on the principle that the CD and HODs have the immediate responsibility for the planning and development regarding their staff, the personnel function of a local council will be an internal support function and having the following main tasks: Provide format and data for personnel; planning within the departments; Coordinate the different departments' manning and HRD plans; Keep and update personnel records.

Fifthly, the heads of departments provide advice on available staff training and development activities; Organize and assist in staff recruitment; Advice and assist in disciplinary matters; Assist with interpretation of rules and regulations within the personnel area; Issue local directives on personnel matters; and monitor unified methods and procedures within the authority concerning the entire personnel management issue they also provide appropriate training and capacity building in-
service; Provide relevant information to central government agencies; Prepare for a) the establishment of a local payroll (computerized or manual) or b) appropriate arrangements with the Government agency.

2.5.3 The Public Service Management and Employment Policy, 2009

The Public Service Management and Employment policy advocates that filling the vacancies both externally and internally shall be conducted by open competition. It insists on the creation of selection criteria that covers academic or professional qualifications and other aspects such as experience, track records and learning potential. The policy is the framework and a guideline for a smooth running of recruitment process, be it centralized or not. The policy is executed through different labour laws enacted by the government. Although the government adopted that guideline and introduced decentralized recruitment in order to increase efficiency, effectiveness and fairness, but still decentralized recruitment have not increased efficiency, effectiveness and fairness.

2.6 Centralization of Recruitment Process

Centralized recruitment system can be defined as a system in which central agency or central government is responsible for recruiting all public servants and it is related to centralized human resources management which is characterized by standardization, consistency, protection from political influence and equitable decision making (Coggburn, 2005). Centralization is the process by which the activities of an organization, particularly those regarding to planning and decision-making, become concentrated within a particular location and/or group or keeping all of the important decision making powers within head office or the centre of the organization (Sicilly, 2009). In Tanzania the guideline which establish centralized recruitment are Public Service Act No.8 of 2002 as amended by Act No.18 of 2007.

Literature shows that one of the reasons to shift to centralization recruitment was that most health workers are reluctant to accept rural postings because the working conditions and quality of life compare unfavorably with what they are accustomed to in the urban area, so they were not applying for the vacancy post in rural areas (Aitkin, 2004). Centralized recruitment gained its legal mandate through the Public Service
Act, Act No 8 of 2002, as amended by section 29 of the Act. No. 18 of 2007 which establishes the Recruitment Secretariat Board that helps to facilitate appointment in the public service. The establishment of Recruitment Secretariat Board marks the beginning of centralization of recruitment process in Tanzania. However, the Board started to function effectively from the year 2009. This Board aims at reducing costs associated with time to enable local government authority to perform other core functions of the institutions. Also, senior positions will be filled from within Public Service and this will help in creating morale, motivation and career development of the public servants.

The Public Service Recruitment Secretariat is composed of a Chairman who is appointed by the President and such number of persons not less than five and not more than seven who are amongst public servants appointed by the Minister. The members elect a Vice-Chairperson from amongst their number. There is a Secretary of the Secretariat who is appointed by the Minister. The Secretariat is responsible for facilitating recruitment of employees to the public service. The Secretariat shall have representatives in every regional headquarters.

According to this Act the functions of Secretariat are as follows. First, to search for various professionals with special skills and prepare a database of such professionals for ease of recruitment. Second, to register graduates and professionals for purposes of ease of reference and filling vacant posts. Third, to advertise vacant posts occurring in the public service. Fourth, to engage appropriate experts for purposes of conducting interviews. Fifth, to advise employers on various matters relating to recruitment. And Sixth, to do any other act or thing which may be or directed by the Minister. Essentially, the Secretariat has been performing its empowered functions, to its utmost level, since its inauguration in 2009. The Secretariat is the heart of centralization of recruitment process in Tanzania, the subject matter of this dissertation.

Also, the government through standing order shows how an applicant who is currently employed in public service can be recruited through public service recruitment in a senior position in other institutions through the following steps:
The process of filling vacancies in the public service shall involve the PSRS (Public Service Recruitment Secretariat). The PSRS shall have the function of facilitation which, among other things, includes advertising and conducting interviews. In selecting candidates for appointment, the appointing authority shall have regard to the efficiency of the service, eligibility and suitability of the appointments. A person shall not be appointed, promoted or transferred to any Public Service post unless he holds such qualifications as may from time to time be specified as qualifications necessary for an appointment to the post in any approved Scheme of Service (URT, 2009).

Firstly, is the notification of vacancies. According to Standing Orders (URT, 2009), where a vacancy occurs or it is likely to occur in a post which the appointing authority is the Chief Executive Officer, the Chief Executive Officer concerned shall consider whether the vacancy be filled by promotion of a public servant serving in a ministry, independent department, regions or local government authority in which the vacancy exists, or the vacancy be filled by transfer from another organization within the public service or be filled by inviting applications for the post by advertising the vacancy within or outside the United Republic of Tanzania. Where the vacancy may be filled as provided for under the explanation above, the Chief Executive Officer concerned shall, after consultation with the Permanent Secretary (Establishments), effect transfer or promotion of any qualified public servant. And where it is not possible to fill the vacancy, the Chief Executive Officer concerned shall notify the Permanent Secretary (Establishments) and the Public Service Recruitment Secretariat, and the notification shall specify the necessary requirements for the post. After notification, the Public Service Recruitment Secretariat shall facilitate recruitment to get a suitable person to fill the vacancy.

The second step is for the Public Service Recruitment Secretariat to forward the findings to the Chief Executive Officer concerned and a copy to the Permanent Secretary (Establishments) and the Public Service Commission. Upon receipt of such findings, the Chief Executive Officer shall make appointment basing on the recommendations of the Public Service Recruitment Secretariat and the report of such appointments be submitted to the Permanent Secretary (Establishments), and copies to the Public Service Commission and the Public Service Recruitment Secretariat.
The third step is invitation of applications for vacant posts. The applications are invited by public advertisement within the United Republic in such manner as may be determined from time to time, provided that such advertisement is not discriminative. All expenses for local or outside the countries advertisements in respect of vacancies in the Public Service shall be met by the advertising authority.

The fourth step is invitation of applications for appointment from public servants. A public servant who wishes to apply for an advertised post should submit his application to the appropriate recruitments authority by letter through the normal official channels. The forwarding officer should add his recommendations as to the suitability of the applicant for the post and any other comments which, in his view, might be useful to the appropriate recruitment authority in reaching decision on the application.

Again, invitation of applications for appointment from persons not in the public service follows. An applicant who is not in the Public Service should submit his application to the appropriate recruitment authority attached with his Curriculum Vitae which must contain, inter alia, a complete record of any employment, public or private, which the applicant may have held. Candidates must account for the whole period of their previous employment and the particulars furnished by them must be supported by satisfactory documentary evidence. Similarly, intervals between one period of employment and another shall be satisfactorily accounted for.

The last step is a Medical Examination before Appointment. All candidates for appointment or re-engagement (including re-engagement of persons previously retired on medical grounds), must undergo examination by a registered or licensed Government medical practitioner. All offers of appointment are subject to a certificate of medical fitness (URT, 2009). Despite that the government has centralized recruitment process but services provision has not improved up to now.

2.7 Provisions by Tanzania government on how general appointments can be done.

Public Service Regulations (2003) 4-21 provides for appointments, confirmation of appointments and promotions. On appointment it advocates principles of employing which are employment practices to ensure employment equity, fairness, efficiency and
the achievement of a representative public service. Affirmative action shall be used to speed up the creation of a representative and equitable public service and to give practical support to those who have been previously disadvantaged by unfair discrimination to enable them to fulfill their maximum potential. Employment practices should maximize flexibility, minimize administrative burdens on both employer and employee, and generally prevent waste and inefficiency. General condition of executing authority stipulates that appointing authority may not appoint any person under the age of 16 years. The appointing authority also shall determine the health requirements for incumbency of a post, in any case where it is in the requirements of the post may appoint a casual employee for a period not exceeding 12 months; shall require an employee to be subjected to security clearance only where the duties attached to the post are such as to make security clearance necessary; and shall ensure that each employee upon appointment, is provided with a written contract of employment, including the terms and conditions of her or his service.

Determination of requirements for employment is elaborated in the regulations. An executing authority shall record the inherent requirements of a job; ensure that the requirements for employment do not discriminate against persons historically disadvantaged and comply with any statutory requirement for the appointment of employees. Regulations 11 and 12 provide for advertisement and selection respectively. Recruitment and selection process in Tanzania public sector has systematic manner that is quite elaborated. Job vacancies have to be advertised internally and externally through newspapers which are widely circulated in order to ensure that all possible job applicants get the opportunity to apply for the job. On selections, it is explained that before making a decision on an appointment or the filling of a post, an executing authority shall satisfy herself or himself that the candidate qualifies in all respects for the post and that her or his claims in her or his application for the post have been verified.

2.8 Stakeholder of recruitment in Tabora municipality

The first stakeholder was the President’s Office, Public Service Management (PO-PSM) who is responsible for controlling personnel emolument through approval and
offering permits. So if Tabora Municipality council sees there is a need of employing they ask permit from this office (Shangali 2009).

The second stakeholder was the President Office Public Service Commission (PO-PSC). The Commission is responsible to prepare and distribute guidelines to the Appointing Authorities; to ensure that Appointing Authorities in the Public Service adheres to the prescribed rules, regulations and procedures governing the merit based recruitment and selection (Shangali, 2009).

The third stakeholder was the district employment committee board (district employment boards) which is comprised of a chairperson (any respected person from within a particular local government authority knowing law concerning employment) a representative from President’s Office Civil Service Commission (member), District Human Resource Officer, District Administrative Secretary (DAS) of the respective district representing central government (member), local government officer from regional secretariat of a particular local government authority and one councilor representing other councilors of that local government authority (member) (Munga et al., 2009).

2.9 Empirical Literature Review

However studies show that decentralization recruitment and its operations of appointment committees were not very transparent thus limiting the effectiveness of management in employment decisions in Ministries. Also there was no merit based recruitment as in some of the posts the candidates shortlisted for interviews did not meet the minimum qualifications for the post. This resulted in selecting the wrong candidates (Shangali, 2009). Due to lack of transparency during decentralization recruitment; some of the appointing authorities are not able to inform all interviewed candidates the outcome of the interview (Shangali, 2009). This is very important to ensure that recruitment procedure is transparent.

In a study conducted by Njovu (2013) it was revealed that decentralization recruitment is characterized with corruption, influence of councilor said also favoritism. Another study conducted by
Munga et al. (2003) revealed that decentralization reforms have created new forms of competition for scarce human resources, including health workers. Such competition may increase pre-reform imbalances in the distribution of health workers, especially when the recruitment process is complex and costly and poorly staffed districts have less financial resources and a weak institutional capacity compared to other districts. So decentralization leads to poor distribution of healthy workers. In general empirical literature review reveals that decentralization has not increased cost efficiency, effectiveness or fairness (meritocracy) due to corruption and nepotism, but also the central government rules and guideline are still centralizing recruitment and selections.

Equally the study done in Uganda revealed that decentralized recruitment brings nepotism, tribalism and corruption which then affect the quality of staff in Uganda (Bossert et al., 2000). In that regard, the current researcher found its imperative to see whether decentralized and centralized recruitment result to similar observations or not when is implemented in Tabora municipality.

2.10 Conceptual framework

The following conceptual framework guided the conduct of this study from data developing research objectives, sampling, selection of data collection methods, development of research instruments, data collection, analysis and interpretation. The conceptual framework is illustrated by Figure 2.1 as follows:
The norm of conduct of local councilors and administrators

The recruitment skills capacity for local councilors and the administrators

Formal rules and regulations which govern recruitment

The performance of decentralized recruitment and selection:
- Fairness
- Efficiency
- Effectiveness

Source: Researcher's insights from reviewed literature
2.10.1 Elaboration of variables and interaction in the conceptual framework

The variables in the conceptual model above indicated that any of the interplay between found rules and regulations (example policy paper 1998) governing recruitment, the norm of conduct of local councilor and administrator and level of recruitment skills capacity for Local councilors and administrators affect the nature of performance of decentralized recruitment and selection in terms of fairness, efficiency and effectiveness.

2.11 Research Gap

Studies reviewed did not mention how does the practice of policies and guideline which govern recruitment and selection of local government employees affect fairness, efficiency and effectiveness of recruitment and selection; also does not mention how does the culture of corruption and nepotism and low skills capacity of councilors hinder the performance of decentralized recruitment and selection. Therefore, this study explored the practice of policies and guideline which govern recruitment and selection of local government employees affect fairness, efficiency and effectiveness of recruitment and selection; also examine how does the culture of corruption and nepotism and low capacity of councilors hinder the performance of decentralized recruitment and selection.

It is clear that there are few studies that have been undertaken to address the performance of centralized and centralized recruitment, selection and allocation of local government employees. However, most of the existing literatures gives the general picture on centralized and decentralized recruitment. Therefore, this study explored the performance of centralized and decentralized recruitment, selection and allocation of staffs in local government authority.
CHAPTER THREE

RESEARCH METHODOLOGY

3.0 Introduction

This chapter describes the research approach, research design study area, target population, sample and sampling techniques, methods of data collection, data analysis and data collection management.

3.1 Research Approach

This study employed both qualitative and quantitative approaches. The reason for choosing qualitative approach was to gain a deeper understanding of the lived experiences and opinion from the study population. According to Patton (1987) as this approach is considered to be exploratory in nature and enables the researcher to enter the field with open minded thinking, this considered to be the best for this study. Moreover, the approach was considered to suit this study as it assumes a personal view, opinion, feelings, ideas, experiences and differences in perceiving and interpreting phenomena and searching for information. Furthermore this method of qualitative was chosen because it provides a rich and detailed picture of a particular phenomenon (Hakim, 2000).

According to Kothari, (2004) explained that quantitative research approach involves generation of data in quantitative form which can be subjected to rigorous quantitative analysis in a formal and rigid fashion. The reason for using quantitive approaches is because is conclusive in its purposes as it tries to quantify a problem and understand how prevalent it is by looking for projectable result to a large population ( Mora, 2010). The approaches both quantitative and qualitative were chosen to search for information in relation to the performance of decentralization and centralization recruitment, selection and allocation of staff in local government authorities.
3.2 Research Design

According to Yin (1994), a case study is an empirical investigation that studies a current phenomenon within a real life context, especially when boundaries between observable facts and context are not clearly evident. It is also the development of detailed, intensive knowledge about a single “case”, or of a small number of related “cases”. The details of the design typically “emerge” during data collection and analysis (Yin, 2014).

In addition, the research question for this work have criterion of a “how” and why question, knowing that a case study is appropriate when a “how” or “why” question is being asked about issues which the researcher has limited or no control (Yin, 1994). In this study Tabora municipality was selected as a case. A case study can result in data from which generalization to theories is possible. Case study uses various methods in data collection, such as interviews, focus group discussion, observation and documentation. In hire the case study has been selected involving interviews, documentation and focus group discussions as the major sources of data collection (Ary et al, 2010).

3.3 Area of Study

This study was conducted at Tabora Municipality in Tabora region. Tabora Municipality was selected out of the six districts of Tabora. The area was preferred because there is no other research concerning centralization and decentralization recruitment which has already been conducted there. Also Tabora municipality is central and headquarters of Tabora region which causes all other districts in Tabora to rely on it to get the service inform of administrative issue making it possible for them to use the results. Moreover Tabora municipality was selected because it’s among other district council in Tanzania which recruits, select and allocate employee either through centralize or decentralize recruitment so the researcher thought its important to explore its d performance. Also, researcher’s familiarity with the area because she lives there brought some ease during data collection process.
3.4 Target Population

Study population is the entire accessible group of people that is of interest to the researcher or that meets the criteria the researcher is interested in studying (Brink, 2002). The targeted group for this study involved employees of Tabora municipality from departments of secondary education, accountancy, healthy, community development, human resource, legal, agricultural and livestock development of Tabora municipality.

3.5 Sampling Strategies

According to Kothari (1990), a sample is a group of respondents drawn from a population in which a researcher is to obtain information and draw conclusions about the universe. According to Babbie and Mouton (2001:164) sampling is the process of selecting observation. This study focused on employees and employer belonging to Tabora municipality. In this type of study two types of sampling techniques were adopted. Firstly random sampling has been used in this study in order to give all participants equal chance of being selected and thus avoiding biasness. Secondly purposive sampling technique was used whereby the respondents were chosen purposefully to benefit from their knowledge due to their strategic positions such as human resource management officers, heads of departments and municipality director.

A sample size of 60 respondents was obtained for the study of whom 59 were employees of Tabora municipality and 1 was an employer who is the municipal executive director. Seven departments were randomly selected from which to obtain participants. The departments which were randomly selected were secondary education, accountancy, health, community development, human resource, legal and agricultural and livestock development. Firstly from two departments of community development and agriculture and livestock development random sampling was used to get 14 employees in order to avoid biasness. Secondly from departments of health and secondary education random sampling was used to get two dispensaries and two schools from where again random sampling was used to get 14 health workers and 16 teachers respectively. Thirdly, purposive sampling was used to get 7 heads of departments, both two human resource officers from department of human resource,
both two legal officers from department of legal and both four accountants from department of accountancy. Moreover, purposive sampling was applied to obtain the employer who is municipality director. Responses from employees and heads of departments and the employer were expected to give a picture of performance in decentralization and of centralization recruitment, selection and allocation of staffs in Tabora municipality.

3.6 Methods of Data Collection

Data were obtained through primary sources through questionnaires, interviews and focus group discussions. Various data collection methods are described as follows:

3.6.1 Interview

According to McNamara (1999), interviews are particularly useful for getting the story behind a participant’s experiences also the interviewer can pursue in-depth information around the topic. The study employed semi-structured interviews to generate the information from respondents. This method was selected because it allows probing question and it would give a true picture of opinion and knowledge on performance of decentralization and centralization recruitment, selection and allocation of staffs. The technique was used to collect data by the researcher asking question and giving a respondent the time and scope to talk about their views and knowledge on a performance of centralized and decentralized recruitment and selection. The focus of the interview was decided by the researcher and in areas the researcher was interested in exploring (Krueger, 1998).

Each individual was interviewed personally to ensure confidentiality. Interview guide were used to collect data from the employer (Municipality executive director), 2 human resource officers, 7 heads of departments, 2 legal officer, and 4 accountants in Tabora municipality. Interviews were used to collect qualitative data.

3.6.2 Questionnaire

According to Babbie and Mouton (2001:94) a questionnaire is a set of written questions and / or statements to which the research subjects are to respond in order to provide
data, which are relevant to a research topic. According to Brynard and Hanekom (1997:95), structured questionnaires have the advantage that information can be obtained from a large target group, not time consuming and it implies a high degree of anonymity. Questionnaire was used to get responses from 14 health workers, 7agricultural officers, and 7community development officer. The method was used to obtain employee data, knowledge and opinion towards centralization recruitment. Moreover Questionnaire were used to collect quantitave data.

3.6.3 Focus group discussion Guide

According to Morgan, (1988) focus group discussion involves a group of participants guided by a moderator (group facilitator) who introduces a topic for discussion and helps the group to participate in a lively and natural discussion amongst them. Stewart and Shamdasani (1990) explained that focus Group Discussion is useful in providing an insight into different opinions among different parties involved in the process. The focus group discussion in this study involved two groups of teachers where each group had 8 teachers. One focus group discussion conducted at Isevya secondary school and other conducted at Ipuli secondary school. During break time of the school the group organized and having discussion. Moreover focus group discussions were used to collect qualitative data.

3.6.4 Documentation

Documentation is the practice of providing notes and bibliographies which allow readers to trace ideas to their sources and if interested, to learn about the subject in a greater detail ( Kapinga, 2013). The review of documents was done for the purpose of accessing reliable written information regarding performance of centralized and decentralized recruitment, selection and allocation of staffs. The main sources of documentary data were Tabora municipality official documents reviewed comprised of personal files, guidelines, directives, circulars and policies regarding recruitment and selection in general.
3.7 Data Analysis

Data were collected through interviews, focus group discussions, questionnaires and documentary review and involved qualitative data and quantitative data. The data collected through interviews, questionnaire, and focus group discussion to a great extent correspond and complement each other. Before the analysis data filtering with an idea of eliminate irrelevant data were done and the researcher removes the data which is not relevant to the study and retains only relevant data. Moreover before the analysis data codification and classification was done. The data collected from questionnaires, interview and focus group were processed and analyzed manually furthermore quantitative data was analyzed in form of numerical values accompanied with tables in addition calculation were done to obtain the number and percent of respondents who agree on the same issue furthermore data from interview and focus group discussion were analyzed through narratives analysis and conversational analysis.

In that regard, the results of the research were explained according to the various research questions that the study focused on. In which case, results on the performance of centralization and decentralization recruitment, selection and allocation of staffs in Tabora municipality were explained following results of Tabora municipality employee’s opinion and views. Through this it became easy to analyze the performance of centralization and decentralization recruitment and selection approaches in relation to the perception of employees and employer towards its performance. The analysis was done within the conceptual framework elaborated in the literature review with the aim of seeking answers to the research questions.

3.8 Reliability and Validity of research instruments

Reliability refers to the degree of consistency with which instances are assigned to the same category by different observers or by the same observer on different occasions (Hammersley, 1992:67). Furthermore reliability is the extent to which an experiment, test, or any measuring procedure yields the same result on repeated trials (Saunders et al., 2009). In order to ensure reliability in this study the researcher used more than one instrument (Triangulation method) where the same research question was explored
through interview, questionnaire and focus group discussion the data collected to a greater extent corresponded and complement each other. In addition, the researcher to avoid subjectivity and maintaining a high level of consistency during the interview establishing an interview guide found in appendix II and also during focus group discussion establishing a focus group discussion guide found in appendix III. Moreover the researcher supervisor crosschecked the instruments and provided feedback where corrections were done accordingly.

According to Saunders et al. (2009), validity is the degree of accuracy to which data collection method measures what it intended to measure or the extent to which research findings are about what they claim to be about. In order to ensure validity the questionnaire and interview guide were pilot-tested to some respondents and the findings were used to make some corrections. Moreover, in order to ensure content validity questions in questionnaire, interview guides and focus group discussion guide were constructed to obtain coverage of the topic, with a focus on the main objectives and specific objectives. Furthermore overview discussions at the beginning of every interview were conducted to reduce any chances of misunderstanding or wrong interpretation. The respondents were also allowed to ask questions whenever they felt the misunderstood the concepts or questions during interviews.

3.9 Limitations of the Study

Since the study involved some employees and the employer of Tabora municipality some of them were reluctant to provide information to the researcher. To overcome this limitation, questionnaires were given to respondents who voluntary opted for that and confidentiality was highly assured to the respondents, something which helped the researcher to get the required data from the respondents. Also, busy schedule of the employee’s affected the study to some extent and make the study by taking longer time to overcome this limitation the researcher used even weekend days to consult some employees.
3.10 Ethical Considerations

During interviews each respondent was interviewed alone to ensure confidentiality and also the use of questionnaire assured respondents anonymity. In addition before being interviewed, focus group discussion or being given questionnaire the respondents were informed by researcher by holding about the aims of the study and that they were free to participate or not in the research and also the possibility to withdraw when they felt so.
CHAPTER FOUR

DATA ANALYSIS, PRESENTATION AND DISCUSSION OF FINDINGS

4.0 Introduction

This chapter presents data and discusses the results on the performance of decentralization and centralization of recruitment, selection and allocation of staffs in local government authorities. The study focused on Tabora Municipality. Data were obtained from Tabora Municipality employees including the Municipal Director, Human Resource Officers, Heads of departments and other employees such as teachers, accountants, nurses, doctors, agricultural officer, community development officer, legal officers and human resource officers who are dealing with centralization and decentralization recruitment in day to day routine.

4.1 Tabora Municipality

Tabora district is one among the six administrative district Tabora Region. Tabora Municipality borders Uyui district in the East, North and West and Sikonge district in the South and is 800 km west of Dar es Salaam, 320 km east of Kigoma port on the shores of Lake Tanganyika, and 360 km south of Mwanza city. The climate of the district is generally hot (20 to 32\degree C), with relative humidity ranging from 25 to 65\% and the rainfall ranges between 650 to 850 mm per year (URT, 2012). The Municipality is projected to have a total population of 197,825 people according to the 2012 census and a growth rate of 2.36 annually; within the jurisdiction area of 1092.26 square kilometers (URT, 2013).

Agriculture is the main economic activity, focusing on maize, rice, groundnuts, beans, cowpeas, cassava, sweat potatoes and tobacco. Tabora municipality is also famous for beekeeping (honey and beeswax) and forest timbering activities. Livestock farming is also an important economic activity in the region. There are various commercial activities varying in size and encompassing various retail activities such as groceries, stationery, hotel, bars, guesthouses, restaurants, cinema, pharmacies (URT, 2012). Tabora municipality acquired a Township council status in 1958 and was raised to municipal council in July 1988. Administratively, the Municipality is subdivided
into 21 wards, 8 rural and 13 urban. The urban wards are subdivided into 116 streets, while the rural wards are subdivided into 24 villages that are further subdivided into 117 hamlets. Economic activities in the Municipality are included public services, commerce, small enterprises, industry, small-scale agriculture and forestry (URT, 2012).

Tabora municipality is administratively divided into 25 wards: Chemchem, Cheyo, Gongoni, Ifucha, Ikomwa, Igombe, Ipuli, Isevya, Itetemia, Itonjanda, Kakola, Kalunde, Kanyenye, Kiloleni, Kitete, Malolo, Mbugani, Misha, Mtenden, Ndevelwa, Ng’ambo, Ntalikwa, Tambukareli, Tumbi, Uyui (URT, 2012). Tanzania government has centralized the recruitment process since January 2009 whereby recruitment process of all local government authorities was centralized. Tabora municipality has been selected also to represent all other local government authorities in Tanzania where the results obtained in this councils might relate to all councils found in Tanzania. Tabora municipality has 2231 total employees.

4.2 Performance of Centralized and Decentralized Recruitment and Selection in Tabora Municipality

Regarding how decentralized and centralized recruitment and selection perform in Tabora municipality, through interviews, questionnaire and focus group discussions it was revealed that recruitment process in Tabora Municipality is of two-fold. First, there was recruitment done by the central government where the employees were sent to Tabora Municipality as their work station. This is where the practices of the Public Service Recruitment Secretariat are seen. Basically, this type of recruitment is termed as centralized recruitment. The second one is when the Tabora municipality is mandated to recruit some employees through its employment committee. According to the, Human Resources Officer of Tabora Municipality, in the year 2014/2015 the municipality was allowed to recruit 18 Village Executive Officers (VEOs). The cadre which Tabora municipality is allowed to recruit when they secure permission involves record management assistants, drivers, personnel secretaries, auxiliary police, Village executive officers and Mtaa executive officers:
Regarding what steps were followed in decentralized recruitment and selection in Tabora municipality it was reported through interview to the researcher as follows:

i. Identification of vacant posts

The Municipality Executive Director explained that Tabora Municipal Council was responsible for identifying vacant posts whereby a vacancy in Tabora municipality is created through an existing post becoming vacant due to previous employee leaving the post and hence creation of a new post. After identifying the vacant posts Tabora municipality prepares the budget involving salaries and all other items for the new employee. After then permit of employing is asked from Presidents Office. The municipality human resource added that:

“When granted permit by PO-PSM Tabora municipality council takes those cadres which they are allowed to employ, and start employment procedures. For those cadres which they are not allowed to mploy, they send the permit for employing and the request to employ to Public Service Recruitment Secretariat (PSRS) for them to recruit and send an employee to Tabora municipality council”.

ii. Advertising

The municipality director explained that for the cadre which they are allowed to recruit they advertise the work through newspapers as the law demands them. Then applicants who were interested to be employed in Tabora municipality apply for the works.

iii. Shortlising

The Human resource officer said that:

“After applicants had applied for the posts the employment committee did shortlisting only to take those who had qualifications and calling them for interview, intended to select few among those who had sent their application and had qualifications.”
iv. **Interview**

With the regard to interviewing the municipal director said that:

”After shortlisting we call for interview. Sometimes we advertise the names of those who are called for interview through newspapers or sometimes we call them through their phones and emails. Then we prepare questions based on cadre we want to employ then we interview them through either oral or written interview or both”.

v. **Selection**

The human resource officer reported that:

“The best applicant based on to interview results is picked always, but sometimes we get the influence of councilors. They want quiet often to employ people from their locality areas. I think this is a challenge.”

vi. **Medical check up**

The Municipality Director continued to explain that:

“After the best applicant selected then there follows a medical check-up so that we employ someone who is health. This is also done to the employees sent to Tabora municipality by PSRS and those from Ministries of education or ministry of health. For those found health are given induction course, and entered into a payroll.”

Regarding what steps were followed in centralize recruitment and selection in Tabora municipality it was reported through interview to the researcher as follow:

The human resource officer said that

“centralize recruitment involve Public Service Recruitment Secretariat; After Tabora Municipal council is given permit to recruit, it informs the PSRS for it conduct the whole recruitment process and finally assign or locate required employees to the Municipality. The secretariat starts its function after the Tabora municipality has sent its permit and the letter of employing to PSRS, thereafter the PSRS advertises the job vacancy through newspapers. Then shortlists, interviews and selections after which they send the successfully applicant to the Tabora municipality council”.
The researcher wanted to know further how central teachers and health staffs recruitment, selection and allocation is done through interviews with municipal director and heads of departments of health and secondary education viewed as follows:

Teachers and health staff recruitment, selection and allocation are done by the ministries. Ministries which are responsible, they include the ministry of education and vocational training, Ministry of health and social welfare and ministry of local government authority. The ministry of education and vocational training in collaboration with the Ministry in the Prime Minister’s Office responsible with local government administration is responsible for employing teachers. Also, the ministry of health and social welfare in collaboration with Ministry in the Prime Minister’s Office responsible for local government administration was responsible for employing health worker including nurses, Laboratory technicians, doctors and others. After that they send those workers to the Tabora municipality for induction and completion of employment process. The responsibility of the local government here is to identify vacant posts and prepare budget and send the vacant posts they desire to be employed to those ministries.

4.3 The Practice of Policies and Guidelines Governing the Recruitment and Selections of Local Government Employees in Tabora Municipality

The second research question was aimed at finding out how does the practice of policies and guideline which govern recruitment and selection of local government employees affect fairness, efficiency and effectiveness of recruitment and selection in Tabora municipality? The question was responded through interview, questionnaire and focus group discussion as follows:

i. Transparency

There are two documents which guided decentralized recruitment and selection in Tabora Municipality. These guidelines are the policy paper of 1998 and Local Government Reform Agenda 1996. The municipal was expected to follow these policies in order to operate in a manner that is more democratic and transparent that reflected enhanced accountability to the people they are supposed to serve. However, it was provided that there were many staff who were recruited without observing the policy as the employment board were getting influence from
councilors, while corruption, nepotism and favoritism influenced the practices of the employment board. This resulted in the recruitment of unqualified employees and which affected efficiency, fairness, transparency and effectiveness of recruitment process. Then the government had to centralize recruitment process.

**ii. National unity**

One of the aims of decentralizing recruitment system was to bring about national unity. The policy paper advocate that decentralized recruitment would bring national unity but practice was different as decentralized recruitment was seen decreasing national unity by employing the people from their local area. In that regard the human resource officer explained that:

“I told you there was period I was in Bukoba before I was transferred here in Tabora. Only people of Haya origin were employed there due to favouritism, corruption and nepotism and influence of councilors”, Consequently due to favouritism, corruption, nepotism the objectives of decentralized recruitment were not realized which had led the government decide to centralize the recruitment process.

**iii. Service delivery**

Improving service delivery was among of the aims of the government through policy paper and local government agenda. It was explained that the government of Tanzania decentralized recruitment process in order to improve service delivery as the employees were supposed to be accountable to local people. Some employees from department of agriculture and livestock keeping viewed that when they want service from either the municipal director or head of department through writing letter and this in put in the in file the file is not moving until they give something to those file registry this makes them to do follow ups at municipality for as far as a week and leave their working stations so this affects service provisions to become poor.

The legal officers reported that due to corruption and nepotism sometimes were employed incompetent or unqualified employees which result to providing poor service. Moreover, the close interactions of the employees with the service seeker makes employees to sometimes ask for bribes from the civilians to be able to
obtain those service. For example last year (2014) one nurse who told a pregnant women to bring hen before she could be given her clinic card was caught while the clinic card is supposed to be given free. In addition, since some are recruited through corruption practice they work hard to get corrupt money to bridge the gap in funds they offered before getting employment, so instead of providing service to improve people’s life the service gets them poorer and poorer’’ such a situation which affected the quality of service provided caused the government to centralize recruitment process.

iv. Staff training
One of the goals of those guidelines (Policy Paper, 1998 and Local Government Reform Agenda, 1996) was that head of department had immediate responsibility for the planning and development regarding their staff and to provide advice on available staff training and development activities. The employees of Tabora municipal in community development department viewed that those heads of departments don’t like to allow anyone to be released to go to study further. They seem to think that as we going to study we can finally take up their position. One teacher said:

“There was a time when we were having a child of the heads of department who was in primary education department as a teacher. That child was employed and stayed only for six months when she was given a release letter and money for studying a degree. Other employees complained that often were not given the release letters by the heads of departments and were forced to by pass them and consult the municipality executive director who offered letters for release of going to study without problem”.

This shows how the heads of departments were not helpful in their position as they failed to fulfill what the guidelines wants them to do and sometimes they release they others through favouritism which reduce fairness and efficiency.

v. Local government authority as the recipient of orders and directives from central government
One of the goals of local government reform agenda is to make local government more autonomous in managing their administrative, personnel and financial affair and determining their own priorities. However this did not happen in Tabora
municipality as it is reported they always receive order and directives from central
government the municipality director said that:

“All the central government tells the municipality what to do and thus
we are the receivers of orders and directives from the central government. For
example this year the central government sent us teachers, clinical officers
and nurses they also distributed and allocated them to different working
destinations within the municipality. We are the ones who know which
dispensaries have shortage of nurses or which school have shortage of
teachers but they themselves allocate them and we have nothing but only to
do as they want. We are simply implementers of their commands”

This all reduces efficiency in allocating staffs.

vi. **Appointment of Municipality Executive Director**

The policy paper advocates that the councils will, through their appointing
committees, appoint and employ the Council Director and heads of departments so
that they can be accountable to their local people. However this was never
happening in Tabora municipality. The human resource officer explained that:

“All during decentralization period the government was still appointing some
officials. The central government was still appoints the municipality director who
is appointed by the Prime Minister. A minister also appoints heads of
departments. Tabora municipality always receives municipal directors who are
appointed by prime minister that leads to the municipality to have directors
who are not accountable to the local people but accountable to the ministry. This
affects their efficiency”

These show the local government authorities have never had full authority in
recruitment process in Tanzania.

Vii  **Advertisement of the work**

According to Public Service Management policy it is provided that vacancy should be
advertised. Job vacancies have to be advertised internally and externally through
newspapers which are widely circulated in order to ensure that all possible job
applicants get the opportunity to apply for the job. In that regard the human resource of
officer and municipality director explained that:
“All vacancies in Tabora municipality are advertised but sometimes we advertise in one or two newspaper because of shortage of money.”

The researcher found out that failure to advertise their vacancies to five newspaper as the policy wants causes many applicants not to apply for the job and this resulted to get few applicants and furthermore resulted not to get qualified employee hence affect efficiency and effectiveness of recruitment process.

Viii Healthy checking before recruitment

The Standing orders provided that appointing authority also should determine the health requirements for incumbency of a post. The human resource officer said that:

“we told all prospective employees in Tabora municipality to go to medical practitioner to be checked their healthy before being employed as the law directs but they only went and filled their forms without checking their healthy. I don’t know whether they bribed the medical practitioners or not. This made them stay for few days and then requested for transfers claiming that they were sick”

This means that the employee who claims to be sick can be given transfer and hence this affects the number of employees in Tabora municipality; then automatically affects efficiency of decentralized recruitment system. The introduction of the Public Service Act No. 8 of 2002, and the Public Service Regulations of 2003 effectively centralized the recruitment process.

Regarding whether the local government adhered to rules and regulation on recruitment and selection, policies and procedure of recruitment and selections 15 (34.09%) respondents agreed that Tabora municipality adhered to those policies while 29 (65.90%) disagreed saying that during recruitment corruption, favouritism and nepotism influenced them to violate some rules and regulations. This suggests that Tabora municipality does not adhere to some rules and regulations of recruitment and selections. Moreover, whether centralization recruitment process is monitored to ensure fairness and transparency, 27 (61.36%) reported that centralization recruitment is monitored to ensure fairness and transparency while on the other hand, 17 (38.63%) said that recruitment under centralization is not monitored to ensure fairness and transparency. This suggests that for majority centralized recruitment and selection is considered to be monitored to ensure fairness and transparency. Respondents who were
interviewed indicated that in Tabora municipality women were equally employed like men, also on transparency under centralization all the outcomes of the interviews were shown including those who failed, which shows how transparency they were.

4.4 How corruption, Recruitment Skills Capacity for Local Councilors and the Administrators and Nepotism Practices Hindering Performance of Decentralized Recruitment and Selection

The third research question involved how the culture of corruption, recruitment skills capacity for local councilors and the administrators and nepotism in Tabora municipality council hindered the performance of decentralized recruitment and selection. It was reported through interviews and questionnaires that corruption, nepotism and recruitment skills capacity for local councilors and administrators in Tabora municipality hindered performance of decentralized recruitment and selection as they led to the employment of unqualified people. They also caused lack of transparency and fairness.

Table 4.1 How corruption, Recruitment Skills Capacity for Local Councilors and the Administrators and Nepotism Practices Hindering Performance of Decentralized Recruitment and Selection

<table>
<thead>
<tr>
<th></th>
<th>Frequency</th>
<th>Percents</th>
</tr>
</thead>
<tbody>
<tr>
<td>Unqualified staffs</td>
<td>18</td>
<td>40.90</td>
</tr>
<tr>
<td>No transparency and fairness</td>
<td>16</td>
<td>36.36</td>
</tr>
</tbody>
</table>

(Source: Data from the field)

(i) Unqualified staff

Some 18 (40.90%) of the respondents indicated that through decentralized recruitment unqualified staff were employed due to corruption, nepotism, recruitment skills capacity for local councilors and the administrators, and favoritism. One respondent who is also member of employment committee said that:

“During the time of recruitment and selection some councilors told us to make sure that we employed their relatives or their voters even if they failed the interviews. This causes the government to employ incompetent employees and hence hinders the performance of decentralized recruitment
and selection as they are not able to provide quality service appropriately. Sometimes under decentralized recruitment we shortlist candidates who are not having required qualifications; someone who at least have the ability of doing the work, is simply taken.

\[(ii) \text{ No transparency and Fairness} \]

Some 16 (36.36\%) of the respondents indicated that there was lack of openness and fairness under decentralized recruitment due to corruption, nepotism and favoritism and influence of the political influence of councilor. One of the respondents who are a legal officer said that;

“If the employment committee is already corrupted, it means they are already to select someone who is hired already so they are only pretending following the procedure of advertising and calling for interviews and later the results of those who are called for interviewed are not revealed. Which this is very important to ensure that recruitment procedure is transparent. All this has hindered decent decentralized recruitment in local government authority of Tabora municipality.”

4.5 Advantage and Disadvantage of Centralized Recruitment and Decentralized Recruitment system

4.5.1 Advantage of centralized recruitment system

From the data obtained from the field through questionnaires, interviews and focus group discussions from respondents in the departments of agricultural and livestock, secondary education, health, accountancy and legal in Tabora municipality. The following involve the Advantage of centralization recruitment process in Tabora Municipality.
Table 4.2. Advantage of centralized recruitment and selection

<table>
<thead>
<tr>
<th>Advantage of centralized recruitment and selection</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>No favouritism or nepotism</td>
<td>35</td>
<td>79.54%</td>
</tr>
<tr>
<td>Transparency and fairness</td>
<td>22</td>
<td>50</td>
</tr>
<tr>
<td>No corruption</td>
<td>12</td>
<td>27.27%</td>
</tr>
<tr>
<td>Provision of the municipality to have enough employees</td>
<td>38</td>
<td>86.36%</td>
</tr>
<tr>
<td>National unity</td>
<td>9</td>
<td>20.45%</td>
</tr>
<tr>
<td>Equal treatment of employee all over the country in Local Government Authorities.</td>
<td>10</td>
<td>22.72%</td>
</tr>
</tbody>
</table>

(Source: data from the field)

i.  

No favouritism or nepotism

Some 35 (79.54%) of the respondents indicated that, under centralization, applicants for the job advertised are put in one pool and the lucky ones are selected after the whole process of recruitment respondents who was interviewed viewed that;

Under centralization recruitment all eligible members of the community have a fair chance to gain a job within the government because there is no influence from top official and politician to Public Service Recruitment Secretariat. Also, central recruitment is conducted by expertise in human resources and selection is based only on a person's ability and qualification to perform the work and not the person knows whom within an organization.

In most cases under decentralize recruitment; nepotism happens when those top officials of the local government or the councilors influence the recruitment and selection process of the employment committee. Top officials and councilors take advantage of their positions to secure jobs in favour of their friends and relatives. As the matter of fact Tabora municipality council processes of advertisement of a vacant post it is a matter of procedure only. The selection and recruitment process is done to fulfill a required procedure when a candidate had already been chosen. The recruitment was not based on merit rather on what a prospective employee has and to whom you know under decentralized recruitment.

ii. Transparency and fairness
Some 22 (50%) respondents viewed that centralization in recruitment was more transparent, fair and open compared to decentralize recruitment. One accountant said that:

“Under centralization no one knows the employee physically in person. Only ability to answer interview questions and his proper qualification can give one the work. Under centralization all applicants of the job are kept under one pool and the best applicant according to one’s qualification and results of interview is selected. Also, under centralization, each and everything is open and detailed from the results of oral to written interviews which not happening under decentralized procedure where currently, even the outcomes of interviews including those who failed have theirs result not shown”.

iii). Employees are recruited on merit

Through interview the Municipal director said that;

“Under centralization recruitment proper consideration is given to appropriate skills, competences and traits. This means that if someone is employed as an accountant, he or she has skills and competence which every accountant is supposed to have. This was not happening as required under decentralization recruitment, as anyone who at least had even lower ability could be employed. The Public Service Recruitment Secretariat has a wide range of choices and experts. In decentralized recruitment, even elected councilors who are not professionally experts were part of recruitment process and they had influence on it the human resource officer continued to said “There was period when the central government decided to conducted inspection and it was revealed that, in some posts, the candidates shortlisted for interviews did not meet the minimum qualifications for the post”. This automatic resulted to selecting the wrong candidates under decentralization system.”

(iv) No corruption

Some 12 (27.27%) respondents who were interviewed revealed that corruption under centralization was not as rampant because there are no such close contacts with applicants to be able to solicit bribe; even those working in the Secretariat fear to ask for it. In that regard the municipality community development officer commented:
“During decentralized period, I was called for an interview in one district after which I was told that I had passed the interview and so I had to provide something considered like tea to the boss. I failed to provide it and the chance was not given to me.”

This shows how much corruption was spreading during decentralized recruitment process, but under centralization corruption is controlled.

v). Provision of the municipality to have enough employees

Majority 38 (86.36%) of the respondents revealed that centralized recruitment enables the Tabora Municipal Council to have enough employees as it is the central government that on its own recruits. The Municipal Director said:

“Before the centralized recruitment the Municipality lacked enough employees as we failed to get employees in some special cadres like doctors, nurses, engineers, and accountants. This made it difficult for the Municipality to provide social services to people”.

”There are times the Municipal authority advertised the work opportunities but no one applied for the posts especially with the cadre related to engineering. However, after centralization the central government sent the workers to the councils after recruiting them on its own. The newly recruited workers are forced to go and report to their stations”.

That, according to respondents, centralization recruitment increases the number of Municipal employees and enables equal distribution of employees all over the country. 

vi) Equal treatment of employee all over the country in Local Government Authorities.

Some 10 (22.72%) respondents indicated that under centralization system of recruitment all employees were equally treated in all local government authorities in form of salaries, rules and regulations governing them. Also, the centralized recruitment process allows anyone to be employed in any district in Tanzania or even to be transferred. Hence it creates equality to all citizens.
vii) Centralisation of recruitment process is less costful.

One accountant of Tabora Municipality Council and other officers of the Municipality, who were interviewed, reported that the centralization system reduces costs. One respondent said that:

“When every district is conducting the whole recruitment process by itself, time is highly consumed and the process itself proves expensive. The recruitment conducted by the PSRS, in the centralized recruitment, is a public matter. The PSRS recruits and sends the employees to the Municipality. This process releases the staffs of the Municipality who were supposed to be involved in recruitment to continue attending other activities and hence saves the time and costs to the Municipality workers”.

viii. National unity

Some 9 (20.45%) respondents viewed that centralization of recruitment process brings about national unity as anyone from anywhere as far he or she, has qualifications for the post, can be employed anywhere in Tanzania. This is because under centralization there is no bias and the systems also avoid tribalism. For example the human resource officer said;

“It was observed that in Bukoba district, when employment was being conducted under decentralization only the haya in tribe were the ones who were recruited.”

This raised the question on whether there are no other tribes applying for the work there. Respondents argued that nowadays it is common to meet people of different tribes working in Tabora Municipality because they have been employed under centralization. Hence, national unity is brought through centralized recruitment process.

On whether centralised recruitment affected the performance of Tabora municipality government authority 25(56.81%) respondents who were nurses, legal officer accountants who were answered questions through questionnaire and interview agreed that centralized recruitment affect the performance of local government authority including Tabora municipality while 19(43.18%) indicated that centralized recruitment was not affecting the performance of local government authorities. This suggests at large that the centralized recruitment is viewed as affecting the performance of local
government authority. In that regards the municipality director explained that centralized recruitment had increased the performance of Tabora municipality:

“Due to centralised recruitment nowadays we have large number of teachers, nurses and other staff compared to those previous days where they were few in number. The availability of healthy employees decreased rate of death and diseases because when an employee is sick can be treated and advised on handling the diseases automatically gives him/her chance to participate in other activities of development in our region also due to availability of teachers our children get educated and ignorance is reduced, they know how to read and write. Also, the coming of employees as people from different areas brings them with new ideas which contribute to bring developmentally change”.

4.5.2 Disadvantage of centralized recruitment system

From the data obtained from the field through interviews, questionnaires and focus group discussions with employees from the departments of agricultural and livestock development, community development, health, secondary education, accountancy and legal the following are the Disadvantage of centralization of recruitment process. Which touch and affect the performance of Municipality in one way or another.

Table 4.3 Disadvantage of centralized recruitment

<table>
<thead>
<tr>
<th></th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Reducing working morale</td>
<td>5</td>
<td>11.36</td>
</tr>
<tr>
<td>Delay of service to employees.</td>
<td>8</td>
<td>18.18</td>
</tr>
<tr>
<td>Monouring for transfer</td>
<td>5</td>
<td>11.36</td>
</tr>
<tr>
<td>Some.</td>
<td>6</td>
<td>13.63</td>
</tr>
<tr>
<td>Bureaucracy</td>
<td>4</td>
<td>9.09</td>
</tr>
<tr>
<td>Some respondents.</td>
<td>6</td>
<td>13.63</td>
</tr>
<tr>
<td>Undermining accountability.</td>
<td>4</td>
<td>9.09</td>
</tr>
</tbody>
</table>

(Source: field data).
i) Dropout

The head of the Department of Health (Districts Medical Officer) indicated that;

“Under centralization of the recruitment process, some employees like nurses are allocated to Tabora Municipality where after only reporting and seeing the environment, perhaps they dislike, the said employees leave. Some of them fail to report to their working stations at all. This has increased the shortage of nurses working in Tabora Municipal Council. Essentially, the centralized recruitment paves the way for employees to be sent from afar. They are forced by their posts to go somewhere they had never been before. That is why some of them decide to leave their posts after being dissatisfied with the new working environment and the climate at large. Hence, the dropout emerges or the gap in positions even expands.”

The human resource officer had this to say;

” A good example was in the when last year the PSRS sent us an employee in position of system analysts he only reported and left up to today  the position is empty”

ii) Reducing working morale

Respondents from the department of education secondary 5 (11.36%) viewed that due to central recruitment of teachers many of them after being allocated them to schools where there is no electricity like Mtakuja secondary school they become annoyed; they lose spirit and keep on working simply because they have nowhere else to go. Some teachers and nurses of Mtakuja dispensary and school who were interviewed by the researcher lamented a lot about the environment

iii) Delay of service to employees

Some 8(18.18%) of the respondents explained that due to centralization recruitment some services to employees are delayed. For example, some teacher viewed this during group discussion

When going to holidays and we asked for bus fare was told to wait until the central government would send the money. So, one can go to holidays and return while the fare was yet to be available. Also, some teachers who had been employed in the preceding year complained about not being paid subsistence allowance and being told to wait until the central government
would send the money” and they had to wait for almost two months for that money to come.

iv) Bureaucracy

Some respondents 6 (13.63) indicated that centralization recruitment took a long time process and time to get the required employees to fill the vacant posts. The human resources said

“You know under centralization recruitment you can ask for a permit to send documents to the public service recruitment secretariat for them to employ for the vacancies available, but they have to go and verify whether are truly allowed to employ and then to undergo the whole procedure of recruitment like advertising, shortlisting, interviewing and others. That takes time after sent permit to PSRS one can wait for a long period before the employee is sent to the Tabora municipality. Sometimes it takes even six months sometimes even a year for the employee to be sent to the councils this is a very long time.”

(vi) Monouring for transfer

Some 5 (11.36%) respondents who were heads of Departments within the Tabora Municipality informed that some employees who were sent to Tabora Municipality Council and did not like the place, kept complaining and from time to time asking for transfer. These impacts on the working environment of both their supervisors and the workers themselves. In that regard the Tabora Municipal Director was quoted saying;

“I get many letters of many employees who ask for transfers. The central government, after sending teachers or nurses, instructed us to make sure that we retain them (teachers and nurses) but it is difficult because every day they come and insist on being transferred. It is really confusing and embarrassing”.

vii) Undermining accountability

Some 4(9.09%) respondents who were the heads of departments argued that centralization recruitment reduced the level of accountability. For example, it was reported that teachers did not even know who their employer was, because they were employed by someone else, reported to someone else and provide service to someone
else. Sometimes this made them feel as if their real employer is not the municipality director but they are more accountable to the ministry level. This creates poor fit between employees and their supervisors creating gap between them.

4.5.3 Advantages of decentralization recruitment system.

From the data obtained from the field the following are the advantage of decentralized recruitment and selection:

**Table 4.4 advantage of decentralization recruitment**

<table>
<thead>
<tr>
<th></th>
<th>Frequency</th>
<th>Percents</th>
</tr>
</thead>
<tbody>
<tr>
<td>Retention of employees</td>
<td>3</td>
<td>6.81</td>
</tr>
<tr>
<td>Presence of accountability</td>
<td>4</td>
<td>9.09</td>
</tr>
<tr>
<td>Recruitment on time.</td>
<td>3</td>
<td>6.81</td>
</tr>
<tr>
<td>Higher morale and commitment to the organization.</td>
<td>7</td>
<td>15.90</td>
</tr>
</tbody>
</table>

(Source: field data).

i) *Retention of employees*

It was reported by municipality director the employer of Tabora municipality that many workers who were recruited under decentralization were not leaving their work or even asking for transfer due to that many of them were people from the local area and they are familiar with the environment. The municipality director explained that;

“Through decentralized recruitment we knew whom we are employing and we employ someone who knows well our environment which makes possible for the employee after recruitment to do well his work and not leaving it. But when if someone is coming from far away and not used to well our environment they stay for two years and start disturbance as they want transfers or others are only reporting and leaving their jobs”

ii) *Accountability*

Some 4(9.09%) respondents indicated that decentralization recruitment was making the employees more accountable to the citizens and the employer in the municipality. During group discussion one teacher said:

“Decentralization recruitment helps to remove the monopoly of power at the central level by bringing decision making closer to citizens as the local
council is responsible for hiring, promoting and firing his personnel. Also, the
council is advertising the work, shortlisting, interviewing and selecting
applicants, which brings the best fit between the employer and employees. This
also helps when the employee has done mistakes the councilors as a watchdog are
nearby to take disciplinary action towards the employee”.
As one of the goal of decentralization recruitment is to improve service provision by
making staff more accountable to LGA and not accountable to their Ministries.

**iii) Recruitment on time**

Some 3 (6.81%) respondents indicated that decentralized recruitment did its
recruitment and hiring procedure on time as needed the municipality director reported
that;

“If we are already given the permit to employ we only follow the procedure
of employing and within three months we are done with that because there
no such bureaucracy as in centralization recruitment which is taking
sometimes six months or above”.

**iv) Higher morale and commitment to the organization**

Some 7 (15.90%) respondents indicated that decentralization recruitment was leading
to higher morale as applicants for the job were aware the organization and its
environment where they were applying for the work from the moment when they were
applying for that job. Hence, it was easier for them to be committed to the work and
organizational one respondent said that;

“I was applying here for the work as an assistant’s community
development officer because my family is here too. I don’t need even
transfer, so I have to work hard in order to get promotion I have no
elsewhere to go”.

**4.5.4 Disadvantages of decentralization recruitment system**

From data obtained from respondents the following are the disadvantage of
decentralized recruitment and selection:
Table 4.5; Disadvantage of decentralized recruitment and selection

<table>
<thead>
<tr>
<th>Disadvantage</th>
<th>Frequency</th>
<th>Percents</th>
</tr>
</thead>
<tbody>
<tr>
<td>Unequal distribution of employees</td>
<td>13</td>
<td>29.54</td>
</tr>
<tr>
<td>Presence of corruption</td>
<td>12</td>
<td>27.27</td>
</tr>
<tr>
<td>No transparency and fairness</td>
<td>16</td>
<td>36.36</td>
</tr>
<tr>
<td>Unqualified staff</td>
<td>18</td>
<td>40.90</td>
</tr>
</tbody>
</table>

(Source: Data from the field)

i. Unequal distribution of employees.
Some 13 (29.54%) respondents indicated that decentralized recruitment caused unequal distribution of employees as many employees did not want to live in rural or remote districts areas. This was reported to make other districts lack employees in some special cadres like doctors, nurses, and engineers who are important in social service provision. The shortage of those employees compels the government to provide poor social service unlike its objectives wants. One respondent who is a nurse said that;

“I never wished to work in Tabora municipality and if Tabora municipality that advertised this work I would not apply but due to centrally recruitment the ministry sent me here that is why I am working in Tabora municipality council”.

Also, the municipality director had this to say;

“We have been lacking civil engineer in our district for a long period of time this causes many buildings to be constructed with poor quality. This has caused poor service provision and the government fails to realize its intended objectives; we advertise the works but no one applied.”

i) Corruption
Some 12 (27.27) respondents revealed that there was high corruption rate in decentralized recruitment compared to centralized recruitment due to the fact that the employment committee members in the local governments are closer to the people and they can be given bribes in order to recruit people. One respondent who is an accountant reported that;

“Those who were having power or ability of giving something were having higher chances of being recruited, recruitment on decentralization
is not based on who knows what but who knows who and having something to provide, that brings about recruitment of unqualified applicants and hence poor service delivery even if someone is not having qualification because he has already provided some bribe he can be given that job. So, the government failed to realize its objectives.”

ii) No transparency, fairness
Some 16 (36.36%) of the respondents indicated that there was no openness, fairness and transparency under decentralized recruitment due to corruption, nepotism and favoritism one respondents who is legal officer said that;

“The whole procedure of recruitment under decentralized recruitment is not shown even the result of interviews for those who attended the interview are not shown. Also, the names of who are selected are not shown perhaps this is because they tend to have already selected somebody before even recruitment procedure itself starts due to bribes, nepotism or influence from the councilor”.

iii) Unqualified staff
Some 18 (40.90%) of the respondents indicated that decentralized recruitment was employing unqualified staff due to corruption, nepotism, political influence of councilors and favoritism. One respondents who is also a member of employment committee said that

“During the time of recruitment and selection some councilors told us to make sure that we employ their relatives or their voters regardless whether they failed the interviews. These cause the government to employ incompetent employees and hence hindered the performance of decentralized recruitment and selection. And normally these are not able to provide quality service. Sometimes in decentralized recruitment we shortlist candidates who are not having desired qualification only someone who is at least having the ability of doing the work is taken.
CHAPTER FIVE

SUMMARY, CONCLUSION AND RECOMMENDATIONS

5.0 Introduction

This chapter presents the summary of key study findings, recommendations and conclusions.

5.1 Summary of Key Findings

The study found that both centralized and decentralized recruitment processes were conducted in Tabora municipality whereby the employment committee of the municipality is dealing with cadres like records management assistants, drivers, personnel secretaries, auxiliary police and Village executive officers. Also, centralized recruitment through public service recruitment secretariat was dealing with other cadres like accountants, legal officers, ward executive officers and others and Ministries were dealing with teachers, nurses, clinical officer and doctors.

Moreover, findings revealed that steps of decentralized recruitment in Tabora municipality involved vacancy identification, budget setting, and application for employment permit from POPSM, advertising, shortlisting, interviewing, selection and medical checkup.

On the other hand, the findings have also shown that the practice of rules and regulations in Tabora municipality has been leading to poor service delivery, lack of national unity, no transparency or openness in its recruitment; also some rules were never implemented. For example, for appointment of the council director the guideline wants the municipality to appoint by itself the council director but always the central government appoints municipality director for them.

In addition, the findings have also shown that corruption, skills capacity and nepotism in Tabora municipality council hindered the performance of decentralized recruitment and selection as it was leading to employment of unqualified employees and lack of transparency and fairness in its recruitment procedure.
Findings have shown the advantage of centralization recruitment system involves enabling the municipality to have enough employees, encouraging national unity, recruitment based on merit, equality in treatment of employees all over the country, no corruption, no nepotism and no influence of councilors in its recruitment procedure. Also, centralized recruitment is less costly.

On the other hand, findings have shown the disadvantage of centralized recruitment it involves dropouts and asking for transfer by employees, bureaucracy and takes too long time in its recruitment and less or no accountability of its employee.

Furthermore findings have shown the advantage of decentralize recruitment system as involving high retention of employees recruited under decentralized recruitment, taking shorter periods of time in its recruitment procedure, presence of accountability and also high work morale.

On the other hand, findings have shown the disadvantage of decentralize recruitment as involving presence of corruption, nepotism, favourtism, influence of councilors in its recruitment procedure, recruitment of unqualified staff, lack of transparency and fairness and unequal distribution of employees.

5.2 Conclusion

The main objective of this study was to explore the performance of centralized and decentralization recruitment, selection and allocation of staff in Tabora municipality council. Specific objectives of the study were to find out how the practice of policies and guideline which govern recruitment and selection of local government employees affects fairness, efficiency and effectiveness of recruitment and selection in Tabora municipality; To investigate how the culture of corruption and nepotism and low capacity of Tabora municipality council hinder the performance of decentralized recruitment and selection; To identify the advantages and disadvantages of decentralized or centralized recruitment and selection systems.
Finding shown that both decentralized recruitment and centralized recruitment performed in Tabora municipality where by centralized recruitment are performed by PSRS and decentralized recruitment are performed by municipality employment commitee in addition both systems have advantages and disadvantages. Moreover, Tabora municipality practice of rules and regulations of recruitment and selection is not efficient and fair in the face of high rate of nepotism and corruption. These incapacitate decentralized recruitment of Tabora municipality through causing employment of nonqualified employees.

The study concludes that objectives or intentions of both systems (centralization recruitment and decentralization recruitment) were good but their implementation realized failure of attaining some of their objectives. For example, where the decentralized recruitment was aimed to recruit based on the needs of heads of departments resulted in the recruitment of unqualified employees due to corruption and improper influences of councilor. What is needed is therefore improving and supervising well both systems in order to overcome disadvantage observed thereof in both system.

5.3 Recommendations

Based on finding of the study discussion and conclusion, the following policy implications and recommendations are made:

Firstly, it was suggested that a combination of both methods in recruitment can reduce or resolve some negative impacts, for example the Public Service Recruitment Secretariat can advertise and shortlist the applicants for jobs and then send them to the local government authority for interview and selection which could avoid tribalism, favouritism and influence of councilors as all employees will be employed on merit for those who will be shortlisted will be having desired qualification.

Secondly, due to that decentralization recruitment is still practiced in Tabora municipality, to avoid favouritism and corruption and other unethical behavior of employment committee of Tabora municipality, the central government should establish strong inspection which involve to knew why the applicant was chosen, why other applicants were cancelled and who was responsible for the key decisions. Also,
the local government should retain the interview notes made by each member of the selection committee.

Thirdly, the anti-corruption agency (PCCB) should make follow up in every recruitment and selection activities conducted in Tabora municipality.

Fourthly, Public Service Recruitment Secretariat need to be well prepared in terms of resources, rules and regulation, technology and well-functioning structures to facilitate effective functioning of the system and recruitment to be on time because it was blamed for taking too long time when they were told to recruit.

Fifthly, the members of employment committee of the Tabora municipality for example councilors must be well trained in employee recruitment and selection.

Sixthly, the employment committee of Tabora municipality must be independent and fair in exercising their responsibilities.

Lastly, in order to ensure transparency and openness Tabora municipality and its employment committee should upload on its website the names of the shortlisted candidates and the names selected candidates and their qualifications together with the results of interviews of those who passed and those who failed the interview.
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APPENDICES

APPENDIX I; QUESTIONNAIRE

Questionnaire for health workers, agricultural officers, and community development officer.

I am a student from the University of Mzumbe. I am conducting a study in Tabora municipality to learn about the performance of centralization and decentralization of recruitment process in local government authorities. This study will help me to accomplish master’s degree. I invite you to participate in this important recruitment issue through filling this questionnaire. For ethical consideration, all information that will be given me will be treated confidentially between you and me and will be used for the research purpose only. Your participation in this study is voluntary and you can choose to answer or not to answer some questions which you don’t feel pleased to give answers. However, for the purpose of this study, I will request you to give me the correct information. Therefore, I am expecting you to participate in this study because your views are very important.

Date……………………………………..

Instruction: Put tick or Fill the blanks

Section 1. Demographic data

1. What is your age? ............................................(years)

2. What is your gender?
   i) Female
   ii) Male

3. What is your level of education?
   i) Primary school
   ii) Ordinary level Secondary school
   iii) Advanced high school
   iv) Diploma
   v) University First degree
   vi) master degree and above

4. What is your main occupation in this municipality?
   i) Teacher
   ii) Nurse’
iii) Accountant  
iv) Human resources officer  
v) Agricultural officers  
vii) Other. Please specify…………………………….

Section 2: Performance of Centralized and decentralized recruitment and selection in Tabora municipality.

6. How is centralized recruitment conducted in Tabora municipality?  
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7. What are the steps followed in centralized recruitment  
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8. How is Teachers and healthy workers centralized recruitment conducted in Tabora municipality?  
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9. How is decentralized recruitment conducted in Tabora municipality?  
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10. What are the steps followed in decentralized recruitment?  
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Section 4. Recruitment policies

11. How does the practice of policies and guideline which govern recruitment and selection of local government employees affect fairness, efficiency and effectiveness of recruitment and selection in Tabora municipality?

__________________________________________________________________________________________________________
__________________________________________________________________________________________________________

12. Do local government authorities adhere to these policies and procedures of recruitment?
(a) Yes.
(b) No.
If No please explain_____________________________________________________________________________________

13. Do you think recruitment process is monitored to ensure fairness and transparency?
(a) Yes.
(b) No.
If No, please explain_____________________________________________________________________________________

Section 5; how corruption recruitment skills capacity of local councilor and administrator and nepotism in Tabora municipality council hinder the performance of decentralized recruitment and selection.

14. Does corruption recruitment skills capacity of local councilor and administrator and nepotism in Tabora municipality council hinder the performance of decentralized recruitment and selection?
(a) Yes.
(b) No.
If Yes explain how_____________________________________________________________________________________
__________________________________________________________________________________________________________

Section 6. Advantage and disadvantage of centralized recruitment and decentralized recruitment.

15. Do you think centralized recruitment affects the performance of local government authorities?
(a) Yes.
(b) No.
If yes please explain_____________________________________________________________________________________

__________________________________________________________________________________________________________
16. Does centralized recruitment enable your municipality to have enough employees?

(a) Yes
(b) No
If No please explain………………………………………………………………………

17. Does centralized recruitment increases fairness, and efficiency in Tabora municipality?
(a) Yes.
(b) No.

If Yes explain how………………………………………………………………………
…………………………………………………………………………………………

8. What is the advantage of centralized recruitment system?
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19. What is the disadvantage of centralized recruitment?
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20. What are the advantages of decentralized recruitment system?
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21. What are the disadvantages of decentralized recruitment system?
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Thank you for your time and full participation
Appendix II : Interview Schedule

Interview guide for employer (municipality director), human resource officers, heads of departments, legal officer, and accountants.

1. How is centralized recruitment conducted in Tabora municipality?
2. What are the steps followed in centralized recruitment?
3. How is Teachers and healthy workers centralized recruitment conducted in Tabora municipality?
4. How is decentralized recruitment conducted in Tabora municipality?
5. What are the steps followed in decentralized recruitment?
6. Do local government authorities adhere to policies and procedures of recruitment?
7. How do corruption, recruitment skills capacity and nepotism in Tabora municipality council hindered the performance of decentralized recruitment?
8. How does the practice of policies and guideline which govern recruitment and selection of local government employees affect fairness, efficiency and effectiveness of recruitment and selection in Tabora municipality?
9. What are the advantages of centralized recruitment system?
10. What are the disadvantages of centralized recruitment system?
11. What are the advantages of decentralized recruitment system?
12. What are the disadvantages of decentralized recruitment system?

Thank you for your good time.
Appendix III: Focus group discussion guide (for teachers).

1. How is centralized recruitment conducted in Tabora municipality?
2. What are the steps followed in centralized recruitment?
3. How is Teachers and healthy workers centralized recruitment conducted in Tabora municipality?
4. How is decentralized recruitment conducted in Tabora municipality?
5. What are the steps followed in decentralized recruitment?
6. Do local government authorities adhere to policies and procedures of recruitment?
7. How do corruption, recruitment skills capacity and nepotism in Tabora municipality council hindered the performance of decentralized recruitment?
8. How does the practice of policies and guideline which govern recruitment and selection of local government employees affect fairness, efficiency and effectiveness of recruitment and selection in Tabora municipality?
9. What are the advantages of centralized recruitment system?
10. What are the disadvantages of centralized recruitment system?
11. What are the advantages of decentralized recruitment system?
12. What are the disadvantages of decentralized recruitment system?

Thanks for your good time.