

**POLITICAL DECENTRALIZATION AND DECISION MAKING  
PROCESS: EXPERIENCES FROM TEMEKE MUNICIPAL  
COUNCIL**

**By  
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**A Dissertation Submitted to the School of Public Administration and  
Management in Partial/Fulfilment of the Requirements for the Award of the  
Master of Public Administration (MPA) of Mzumbe University.  
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## **CERTIFICATION**

We, the undersigned, certify that we have read and hereby recommend for acceptance by the Mzumbe University, A dissertation entitled; *Political Decentralization and Decision Making Process: Experiences from Temeke Municipal Council* in partial/fulfillment of the requirements for the award of the degree of Master of Public Administration of Mzumbe University.

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Finally, my thanks should go to my respondents at Temeke Municipal Council for their willingness to participate in the study. Their contributions made this study a success, and that without their views and valuable information this study would not have been possible.

## **DEDICATION**

I dedicate this work to my lovely daughter Faith Matatizo Lukuwi for her patient and understanding during my absence.

## ABBREVIATIONS

<b>CD</b>	-	Council Director
<b>CMT</b>	-	Council Management Team
<b>D by D</b>	-	Decentralization by Devolution
<b>HOD</b>	-	Head of Department
<b>IMF</b>	-	International Monetary Fund
<b>LAAC</b>	-	The Local Authorities Accounts Committee
<b>LGA</b>	-	Local government Authority
<b>LGCDG</b>	-	Local Government Capital Development Grants
<b>LGRP</b>	-	Local Government Reform Programme
<b>MC</b>	-	Municipal Director
<b>MDG</b>	-	Millennium Development Goals
<b>NPM</b>	-	New Public Management
<b>O&amp;OD</b>	-	Opportunities and Obstacle to Development
<b>PO-RALG</b>	-	President Office- Regional Administration Local Government
<b>RALG</b>	-	Regional Administration and Local Government
<b>RCC</b>	-	Regional Consultative Committee
<b>SPSS</b>	-	The Statistical Package for Social Science
<b>TMC</b>	-	Temeke Municipal Council
<b>URT</b>	-	United Republic of Tanzania
<b>UNDP</b>	-	United Nation Development Programme
<b>WB</b>	-	World Bank
<b>WEO</b>	-	Ward Development Committee
<b>WTO</b>	-	World Trade Organisation

## **ABSTRACT**

This study investigated political decentralization and decision making process at Temeke Municipal Council. Specifically the study examine the decision making process; to explore the extent to which the government support political decentralization; and to identify factors hindering decision making process. The data were collected through interview schedules, questionnaire and review of documents. The collected data were analysed using thematic content analysis for the qualitative data while the quantitative data were analysed using SPSS and Microsoft excel. The findings indicated that, the majority 51 (58%) of the questionnaire respondents are not aware of the decision making process. In addition, the majority 68 (72.3%) of the questionnaire and interview respondents are not satisfied with the support from the government as the actual decision making is to a large extent controlled by the central government representatives. Furthermore, the data analysed in this report suggest that some governance indicators have significantly improved following the implementation of political decentralization. For example, there is evidence of increased electoral and civic participation, access to information, and trust of LGAs. The financial accountability of LGAs also appears to have improved, so does the participation of women and young people. Lastly, the study revealed a number of factors hindering decision making process like, political interference, inadequate fund, poor government supports, and lack of transparency, poor leadership and management in general and low education and citizen awareness. In view of these findings, it is recommended that civic education on political decentralization and decision making should be improved; the central government must develop effective revenue collection laws to ensure local governments have autonomy over fiscal resources, offer strong support to develop local revenue collection systems and attribute national funds to local governments on the basis of local government need. Last but not least, the central government should safeguard the roles and responsibilities of local government in the system of law.

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## CHAPTER ONE

### INTRODUCTION AND PROBLEM SETTING

#### 1.0 Introduction

This chapter presents the background of the study, statement of the problem, objectives of the study, research questions, scope of the study, the significance of the study and limitations of the study.

#### 1.1 Background of the study

Decentralization is a mode of administration that advocates bottom-up planning which captures, internalizes local needs and concerns (Johnson 2001; Devis, 2002). This form of governance is emphasized as it promotes popular participation in decision making. Warioba (1999) conceptualized decentralization as those tasks and activities which are not done or executed from the centre. According to him decentralization is divided into two components : De-concentration; refers to the delegation of authorities by the central government to the field units of the same central government department; that is giving decision making power to civil servants in the regions, district or/ and village (Warioba, 1999). This form of decentralization is sometimes referred to as administrative decentralization; it involves the delegation of authorities from the higher to lower echelons within the bureaucracy, taken as the basis for development and change (*ibid*). The second component, which is the focus of this study is Devolution (Political Decentralization) which refers to the transfer of decision making power and much policy making powers to elected local representative authorities or units or to autonomous public enterprise (*ibid*). The local government authorities have the autonomy to establish laws of local nature and collect revenues required for different development projects with little influence from the central government (Warioba, 1999).

Basically, public participation in decision making is very high on the development agenda in International forums such as World Bank, International Monetary Fund (IMF), World Trade Organisation (WTO), and donor agencies in such a way that

development assistance to least developed countries is tied to citizen participation and democratic ideals. On the other hand, the Millennium Development Goals 2025 pay a great attention to the local political process by insisting on the participation of women in the top leadership position. For example Millennium Development Goals 3.3 insists on promotion of gender equality and the empowerment of women as the means of eradicating poverty, hunger, and diseases and fuel development that is truly sustainable (MDG, 2000).

Literature on political decentralization such as UNDP, (1997), Rondinelli et al. (1983), Smoke (2008), Olowu and Wunsch (2004), Mniwasa and Shauri (2001) and Ng'ethe (1998) emphasize on public participation in the local decision making process. For example, Hasnain (2010) argues that, the major concern for transferring power to local government authorities is that when the policy makers are closer to the public can speed up the flow of information and enhances the local people to monitor and hold their leaders accountable. Also the elected local policy makers respond positively to the demands of the citizens so as they get be re-elected. Also Olowu and Wunsch (2004) quoting from the words of Mwl. Nyerere who insisted that, there are certain things that would have not be done if they could have been given a second chance. Among them is the demolition of local government and the other one is the suspension of cooperatives. Mwalimu Nyerere insisted that:

*We were indeed impatient and ignorant. We had these two useful and important tools of participation but we got rid of them. It is true that the local governments were afraid of taking decisions but instead of helping and assisting them we opted to abolish them”.*

As a result a number of governments in Africa Tanzania among are implementing decentralization reforms of their own kind with the aim among others is to encourage citizen participation in the local development process (Olowu and Wunsch, 2004)

In Tanzania, for example the national constitution of 1977 emphasizes on community participation specifically Article 21(1) which asserts that:

*Every citizen of United Republic of Tanzania is entitled to take part in matters pertaining to the governance of the country, either directly or through representatives freely elected by the people, in conformity with the procedures laid down by or in accordance with, the law.*

The constitution goes further in subsection (2) by pointing out that: “*Every citizen has the right and the freedom to participate fully in the process leading to the decision on matters affecting him, his well-being or the nation*” (URT, 1977).

Furthermore, article 145 of the national constitution establishes the local government authorities whose structure has to be determined by the house of assembly. Article 146 explains the purpose of having the local government authorities which is to transfer authorities to the people. The constitution points out that the devolved political systems shall be obliged in making sure that the local people have a voice in planning and implementing development programs within their areas of jurisdiction and eventually all over the country (URT, 1977). The major argument here is that, the local development policies are most likely to be meaningful and responsive to the needs of the people if they are based on the priorities and wants expressed by the people themselves.

Indeed, Decentralization by Devolution policy (D by D) which started to operate since 2000 with the aim of among other things to transfer decision making powers, resources and administrative powers to local governments. Basically D by D insists on participatory planning through Opportunity and Obstacle to Development (O&OD) methodology. This methodology is created deliberately to promote participation and decision making in the bottom-up planning process (Mollel, 2010). Generally the aims of decentralization reforms as stipulated in the Local Government Reform Program (1998) are as follows: (i) ensuring that the local people in the community are participating fully in electing their leaders (ii) ensuring that the social

services are under the control of the people through the local government authorities (iii) determining the suitable and cost effective organizational structures for local government (iv) establishing a new local government administration accountable to local government authorities and to public needs (v) de-linking local staff from their prior ministries, and (vi) promoting good governance based on political answerability, free and fair election and public participation (URT, 1998). Eventually, D by D attempts to reverse the traditional top-down approach, which makes citizens consumers of higher organs of the government.

Moreover, is the establishment of local government Acts and policy. For example in 1980 the policy was issued to guide the urban development; among other things the policy aimed at enabling the inhabitants to participate fully in the planning and implementation of their development strategy (Warioba, 1999). The other laws include the District local authority Act no.7 of 1982 and the urban local authority Act No 8 of 1982 which give power to the minister in charge of the local government authorities and regional administration to establish local government authorities throughout the country with the aim of providing the political space to local citizens to participate in making decisions on matters affecting their well-being (URT, 1998).

However, despite the efforts and initiatives taken by government in encouraging effective public participation as emphasized by the national constitution, local government laws, donor countries, international agencies and the on- going local government reform programme phase two, there are relatively limited research which have been carried out in assessing how political decentralization has improved decision making process at local level. For example the study conducted at Kizota-Dodoma by Massoi and Norman (2010) which discovered that although the government has done a laudable work in implementing D by D, its role in planning process at the local level is still negligible and futile. Therefore this study aimed at making an assessment on the contribution of political decentralization on decision making process with the experience from Temeke Municipal Council (TMC),

## **1.2 Statement of the problem**

The proponents of democracy see the importance of citizens' participation in matters that affect their livelihood and well-being. As Mwalimu Nyerere stated, development is the involvement of the people in a shared learning experience with their resources from either within or outside their community together with the external change agent. It is impossible to develop people but they can only develop themselves through involving and cooperating in different activities which affect their livelihood. It is not possible to develop people when they are directed like animals into new pastures (Nyerere, 1968). The statement conveys the message that people are key instrument in development thus they should be fully involved in decision making process and implementation of different development projects.

The National Constitution of the United Republic of Tanzania of 1977 as amended time to time specifically in Article 146(1) confers authority and powers to local government authorities to guarantee provision of social services to the local community in their areas of jurisdiction. This is aimed at making the local governments fundamentally autonomous, democratically governed and deriving legitimacy through services which they provide to the public in accordance to the needs and priorities of the local community as outlined to government decision-makers (Msami and Tidemand, 2010).

Moreover, the government of Tanzania has decided to restructure the public sector through the adoption of New Public Management for the purpose of transforming the old administrative system namely Weberian ideal model of administration which was rule bound, hierarchical, unresponsive and inefficient (Osborne and Gnerbler, 1992). The rationale behind the adoption of such reforms among others thing is the growing demand for citizens' participation in decision making (Njunwa, 2005). On the other hand, Pollitt (2003) asserts that the surfacing of these reforms were consequently a purposeful effort to renovate the government in terms of its functions and organizational structure, improving resource policies and enhancing legal support for government decentralization process.

Despite the efforts taken by the government in ensuring effective political decentralization as emphasized by donor agencies, the national constitution, local government laws, New Public Management (NPM) and the Local Government Reform Programme, there are limited studies which focus on the contribution of the devolved government in decision making process. For example, the study conducted at Kizota-Dodoma by Massoi and Norman (2010) revealed that, although the government has done a commendable work in implementing D by D, its role in planning process at the local level is still negligible and worthless. It was under this conception that this study intended to bridge this gap by making an assessment on the contribution of political decentralization on decision making process with the experience from Temeke municipal council.

### **1.3 Research objectives**

#### **1.3.1 General research objective**

The general objective of this study was to assess the contribution of political decentralization on decision making process.

#### **1.3.2 Specific objectives**

- i. To examine decision making process in Temeke municipal council.
- ii. To explore the extent (low, moderate or high) to which the government support or enhance political decentralization in Temeke Municipal Council
- iii. To identify the contribution of political decentralization in Temeke Municipal council
- iv. To identify factors hindering decision making process in Temeke Municipal Council

### **1.4 Research questions**

In order to realize the above objectives, the study sought to answer the following research questions:

- i. What is the decision making process in Temeke municipal council?
- ii. To what extent the government supports political decentralization in Temeke municipal council?

- iii. What are the contributions of political decentralization in Temeke municipal council?
- iv. What are the factors hindering decision making process in Temeke municipal council?

#### **1.4 Significance of the Study**

Local government and decentralization have continued to exist in Africa and the enactment of the decentralization laws in various countries in Africa has proved not to be very effective. Kim et al. (2015) point out that, the local staffs are more obedient to the central government than their local constituencies. Their trustworthiness makes it easier for them to implement national policies that are not in favor of local interests. This happens due to various reasons ranging from inadequate citizens participation, devolution of powers, and resources, and efficiency management of the available resources. Thus, this study aimed at presenting the current state of affairs concerning political decentralization in the country. The outcomes of the study will enable the actors at the national, district and local levels to have insights into the success or lack thereof of the political decentralization program.

Furthermore the study is of paramount significance in the sense that people involved in the policy making, academicians, and researchers once having learnt the importance of Local Government Authorities in promoting participation in decision making process, may use the information obtained as the source of literature for further documentation and policy initiation. In that sense, information obtained in this study drives towards formulation of the participatory policies.

Also the study gathered information on how Local Government Authorities are promoting public participation in decision making process especially on matters affecting their livelihood. It is therefore, useful in the sense that the findings generated are helpful in bridging the gap in literature on the subject.

Moreover the study is useful to researcher and academicians who are interested on the same matter i.e. political decentralization by acting as a guiding information upon which new ideas can be built and be valuable to the stakeholders.

Lastly but not least, the study fulfills the academic requirements for the award of master degree of Master of Public Administration at Mzumbe University.

### **1.5 Scope of the Study**

This study covered only Temeke municipal Council by assessing political decentralization and decision making process. The study was descriptive and concerning the issues of community participation as the basis of the policy. Thus, the study was concerned with the contribution of political decentralization on decision making process at Temeke Municipal Council. The study deployed a case study design. Moreover, the tools used in collecting data were questionnaire, interview and documentary review.

### **1.6 Limitations of the Study**

This study encountered the following limitations.

The first limitation is data accessibility: Not all data required in the study was available timely due to various reasons including red tape which is very common in public institutions; where as some of the documents are treated as confidential so it was difficult to access them. Moreover, since not everyone could be a spokesman of the institution, there was a situation where the respondents refrained from disclosing the important information to make the study of success. Therefore, in tackling this limitation, the researcher ensured confidentiality and anonymity of the respondents by guaranteeing that all the data collected shall be used for academic purpose only and the names of the respondents shall not be mentioned.

Second, is the cost (in terms of time and finance) and transport problems. The study required enough funds for collecting data in vast area and the means of transport to reach the study area timely. The Temeke Municipal council is abit vast (compared to other municipality in Dar-es-salaam region) so without the reliable means of transport is difficult to reach all the areas required for data collection. To overcome

the cost limit the study confined itself in only four (4) Mitaa in four (4) selected wards in Temeke Municipal Council (TMC).

Third is poor response from the respondents. Some respondents were not willing to cooperate and be able to fill the questionnaires appropriately; thus, in order to enhance cooperation of the respondents during data collection, appointments were made in advance. Also some of the terms and ideas seemed to be new by some respondents. Thus, in order to solve such limitation the researcher used face to face interview so as to make clarification on ambiguous ideas, terms and jargons. This also enabled the researcher to make clarification in areas where the respondents find difficult in grasping the meaning.

## **CHAPTER TWO**

### **LITERATUREREVIEW**

#### **2.0 Introduction**

This chapter presents two main issues namely; theoretical literature review and empirical literature review in relation to the objectives of the study.

#### **2.1. Theoretical literature review**

##### **2.1.1 Conceptualization of terms**

###### *(i) Decentralization*

Decentralization entails the devolution of powers and functions together with financial role to exercise such powers and functions from the central to lower tier of government having own budget, distinguished legal power and autonomy to distribute local government resources on a range of various functions and duties to make decisions on behalf of the entire communities (Mawhood, 1983, and Stren, 2003). Actually, it is the transfer of power and authorities from the central government to sub units that are to some extent autonomous (Mollel, 2010). Generally, decentralization entails the transfer of power and authority from the national to sub-units/ local governments.

Indeed, decentralization has various functions. From governance point of view it is said to be the type of administration that emphasizes on bottom-up planning which captures, internalizes and advocates local priorities and needs (Johnson, 2001 and Devas, 2002). Furthermore, decentralization is expected to contribute to key elements of good governance such as capacity building, local involvement in decision making, advocating free and fair local elections, promoting transparency and advocating local administration responsiveness and downward accountability (UNDP, 1997). Actually, decentralization may take different forms such as political, administrative, legal and fiscal decentralization. Political decentralization involves the devolution of powers and establishment of the rules of councils, committees, the chairpersons and the like. This entails meaningful devolution of duties, decision

making, collection, allocation and spending of resources to all devolved political systems which is semi-autonomous and independent (URT, 1998).

On the other hand, financial decentralization involves the power of the local government to charge taxes and the role of the central government to provide local government with enough none earmarked grants and other forms of grants. This principal also allows the local councils to pass their own budgets which reflect their own preferences, as well as mandatory expenditure required for the realization of national standards (ibid).

Administrative decentralization is concern with delinking local authority staff from their particular ministries and the procedures of establishment of local payroll. Therefore the local governments are required to have their own staff and the power to employ their own local staff according to the needs of the local councils so as to improve service delivery (ibid).

Lastly is the legal decentralization which involves defining the central-local relations. The policy paper on local government reform (1998) insists that the responsibilities and duties of the central government against local government should be re-examined and henceforth changed into mutual relations with the central government having the superseding and intervening powers within the legal framework. But the concern of this study was on political decentralization only.

***(ii) Political decentralization***

Political decentralization entails the devolution of political power and authority to local government authorities. It entails that; the local authorities should have the autonomy in programming and spending of resources without the influence from the central government and having a downward accountability (Nibbering and Swart, 2007). Actually, political decentralization intends to provide more authority to citizens and their elected representatives in decision making and administration of their affairs (Akorsu, 2015). Generally, in modern dialogue political decentralization is habitually perceived as the only true mode of devolved government, having the

following benefits like, good governance, local democracy and participation in local affairs and accountability of local officials (Akorsu, 2015).

On the other hand the local government reform program (1998) conceptualizes political decentralization as the transferring of powers and the making of laws for the councils and committees, the chairpersons and the like. The reform goes further by saying that the political decentralization would include the formerly centralized service sectors into holistic devolved political system establishing councils as the mainly important local decision making organ within its areas of operation. Basically political decentralization entails the establishment of real multifunctional governments at the local level within the national legal framework (URT, 1998). However, political decentralization needs a constitutional, legal and regulatory framework to ensure accountability and transparency of local governments.

***(iii) Decision making***

Decision making is a practice involving the selection of a course of action among two or more alternatives in order to get a way out for a given difficulty (Trewatha and Newport, 2001). Thus from this definition, decision making process can be said it is a advice-giving activity done by a committee of professionals to drive better functioning of any institution.

On the hand, Keeney and Raiffa (1976) defined decision making as a process that be perceived as the check and balance system that helps the institution to grow in both horizontal and vertical directions. This can mean that, decision making process seeks a goal. The goals are actually predetermined organization objectives, company missions and its visions. In achieving these goals an organization faces a number of setbacks in administrative, operational marketing and operational arena (Keeney and Raiffa, 1976). Such problems are organized through wide-ranging decision making process. No decision comes as the end in itself so long as it may arise new problem to be solved. When one problem is resolved another evolves, that is why decision making is said to be continuous, dynamic and endless process.

### *Types of decision*

According to Durbin (1970) there are two types of decisions namely; programmed and non-programmed decisions. The programmed decisions are decisions which occur repetitively, the decision makers know exactly that the decision will have to be made on a certain time, and these decisions have laid down procedures to be followed. Indeed, the programmed decisions develop specific processes of decision making which lay down the systematic procedures to be followed in the future (Bose, 2008). On the other hand, the non-programmed decisions are those decisions which have unique characteristics, non-routine and they don't have formula or procedures to be followed in affecting them. The occurrence of these decisions depends heavily on certain incidents which have occurred within or without an organization. For example, if an organization receives a very large number of orders for its products in a particular year, the sales department may take the guidance of the Board of Directors for handling such orders (Bose, 2008).

But the most broadly accepted and used categorization of decisions is that of Herbert Simon's (1965) differentiation between programmed and non-programmed decisions. A programmed decision is the decision which has been decided repeatedly through existing rules and regulations. For example, the programmed decisions could be placing the new office equipments. Thus, a programmed decision is reutilized and is applied when the incidence is known and structured.

A non-programmed decision is the one which does not follow the stipulated rules or procedures because those procedures do not exist. Under this type of decision the state of affairs may be unstructured and it may not be exactly known what decision or decisions are essential.

Another classification of decisions as suggested by Ansoff (1968) is as follows:

- i. Strategic decisions
  - ii. Tactical or administrative decisions
  - iii. Operational decisions
- Strategic decisions are those made by top executives that commit valuable agency resources to achieve the long term goals. The nurse

executives who were successful in making these decisions contacted members of an extensive support network to obtain crucial problem information's, used mixed scanning to analyze problem causes and obtain support of the agencies dominant coalition in shifting through alternatives for the best problem solution.

- Tactical/administrative decisions are those made by mid-level managers to resolve unusual problem and develop innovative methods for improving agency function. Midlevel nurse managers are primarily responsible for making this type of decisions that determine patient care quality.
- Operational decisions are routine decisions governing day to day events that have been delegated to first level managers and are made according to the prescribed rules and regulations instructions.

It is not at all times simple to differentiate between these types of decisions as things can be determined by situations at hand. The tasks of placing staff could, for example, reflect a new strategic direction for the institution or it could a means of making sure that a daily operational work is completed accordingly (Candidate Support Park, 2009).

#### ***Elements of decision making***

Wilson and Alexis in Hutchinso (1970) identified six important elements to the decision making process as follows: (i) the state of nature; this is the relationship between choice the environment where the decision has to be made i.e. environment which surrounds the decision maker. (ii) The decision maker himself; that is who is making the decision? Is it a group or individual, occupying position in the organization with powerful influence, (iii) Goal or end to be served; the goal can be personal, institutional or combination, a condition that influences ordering and choice final alternative of that particular decision.(iv) Relevant alternatives; there should be numbers of alternatives which should be reviewed to serve the sample purpose of the decision, (v)The order of alternatives, they should be arranged to the

order of preference so that the best can be sought and (vi)finally, is the final choice itself; this is the final choice made among many alternatives.

### **2.1.2 Decision making process in local government authorities**

Before the implementation of the LGRP the planning process was essentially top-down: the decisions were made by government officials and external donor agencies on behalf of the community. The assumption is that, the decision makers should decide according to the needs and demands of the local communities but in reality the wishes of local people were not taken into account and simply ignored. This resulted into many plans to fail to realize their objectives and those realized couldn't sustain because local people did not support the decision (URT, 2008).

Therefore, during the Local Government Reform Programme the government adopted the bottom-up planning policy by the name of Opportunity and Obstacle to Development (O&OD) methodology (Mollel, 2010). Actually, it was believed that authentic and sustainable decision making can be realized by making the people who benefit an essential part of the development process (URT, 2000). This involves participation of community or the public in the decision making and in the stage of execution. This statement is in line with that provided by Mwalimu Nyerere (1968) who pointed out that; "Development is the involvement of the people in a mutual learning experience connecting themselves, their local resources, external change agents and outside resources. People cannot be developed; they can only develop themselves by participation and cooperative activities which affect their well-being. People are not being developed when they are herded like animals into new ventures". The O&OD methodology is the holistic approach which promotes community participation in planning, implementing, monitoring, evaluating and eventually owning their community plans. Basically, the aspiration was to shift from a top-down planning process to bottom-up (Cooksey and Kikula, 2005).The approach was adopted for the purpose of promoting community initiatives and speed up the realization of national objectives in the Tanzania Development Vision 2025.

Basically, O&OD approach consists of three stages of government planning: the community level which is responsible for formulating wishes and priorities. The second stage is the formulation of the village and the wards development plans. The third stage, is council level which is responsible developing and formulating the council wide development plans for funding (Mollel, 2010).

### ***Planning at Grassroots Level***

In O&OD approach, the decision and planning process starts at community level with the formulation of the village or the ward development plans. The O&OD approach consists of about eleven plausibly prepared activities that facilitate local people to categorize development priorities in a logical manner (Mollel, 2010). The first activity is the selection and training of national facilitators who are responsible for guiding local community in the formulation and development of their local plan. Usually, the facilitators in O&OD approach are local government staff who are trained enough to guide the local community in the whole process.

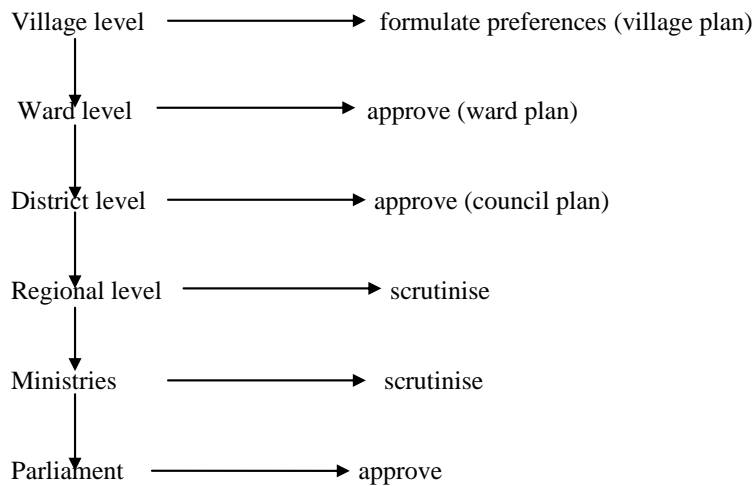
Usually, the next stage after training of facilitators is capacity building and social preparation of the local community which is done through conducting an extraordinary meeting of the village assembly to instigate the whole process and preparation for the plan and timetable for O&OD (URT, 2006). The next phase in the process is the collection of data by the Community members using participatory tools. This process gives people to understand the condition of their own Community. The data collected is then used by the focus groups during discussions on the Tanzania Development Vision 2025 objectives, to evaluate Community situation in relation to the national goals. Discussions are carried out in smaller groups, taking place at the level of the *mtaa*. The members to be included in those groups are selected according to their age, sex and social status, the reasons for this is to ensure effective participation of all groups in the community and making sure that all the views from all social groups are reflected in the local Plan (URT, 2007). During the discussion the groups are guided by the Development Vision 2025, as a wide national policy guide. The groups formulate the draft for local plans, based on the goals of Development Vision 2025. In the rural areas the local plans are compiled

by the village council into one village plan, which forms the input for the 'ward plan'. In the urban areas, the *mtaa* priorities are directed to the ward development committee without additional consideration on an intermediate level as it is in rural area (Mollel, 2010).

### ***Planning at Ward Level***

The formulated village and *mtaa* development plans are submitted to WDC for further consideration and approval. The ward development committee constitutes among other members all chairpersons of the village council in rural areas and all *mtaa* chairpersons in urban areas. These are true and genuine representatives of the people whose responsibility is to safeguard the interests of the entire community. According to Local Government Act No. 7 and 8 (1982) the WDC is responsible for formulating and enhancing participatory development in the ward, including formulating activities which take into consideration the interests of all people in the community. The Ward Development Committee (WDC) discusses the village or *mtaa* plans and provides the village council or the *mtaa* representative with technical advice to be included in the community plan. After the village or *mtaa* plan is approved by the village or the *mtaa* it is then incorporated into one ward development plan and submitted to either district or urban authority (Mollel, 2010). The local government authorities are required to take into consideration the priorities and wishes of the community in their respective council development plan.

**Figure 2.1: Decision making process in local government through O&OD methodology**



**Source: Mollel (2010)**

### **2.1.3 Types of participation in decision making process**

The involvement of people in decision making process is normally done through two major ways namely direct and indirect participation. Direct participation is the most recognized form of citizens participation which is done through general meetings conducted at either village or mtaa level. The meetings are conducted in public, which provide the public with the opportunity to attend meetings and to hear what their local authorities are discussing. Mzee (2008) commented that authentic participation takes place in the village meeting only as it provides an opportunity for all members of village to participate in the assembly and discuss issues that affect their wellbeing. It is in village assembly that allows all people to participate and discuss their local issues and decide their fate. This statement is line with the composition of the village assembly stipulated in the local government district authorities Act (1982) section 55 which asserts that every village meeting should consist of every member who is an customarily resident in the village and who has attained the perceptible age of eighteen years and above.

On the other hand, indirect participation is done through representatives using the legitimate decision making organs such as the village council, ward development committee, standing committees and ultimately the full council. These decision making organs consist of people vested with power to make decision on behalf of the entire community. For example the full council which is the highest decision making organ in the local government authority, is composed of all elected councilors from each ward, the Members of Parliament representing the constituency within which the council is positioned and women members appointed by the National Electoral Commission in accordance to the law. All these members are true representatives of the local community vested with power to make decisions on their behalf. The same applies to the Ward Development Committee which is responsible for formulating and enhancing participatory development in the ward, including formulating activities which take into consideration the interests of all people in the community (URT, 1982). According to Mollel (2010), WDC is composed of all chairpersons of the village government or mtaa and all the councilors in the ward. All these members have been conferred with power to make decisions on behalf of the local people.

#### **2.1.4 Challenges of participation in decision making process**

The implementation of the public participation in decision making process is very essential for the democratization of social values and better planning and fulfillment of public needs (Marzuki, 2015). However, the involvement of local residents in decision making is sometimes threatened by a number challenges including bureaucratic problems due to shortage of systematic methods and insufficient public administration system, which leads to public exclusion from the process. The segregation is also said to be due to insufficient knowledge about public participation in decision making and the lack of civic education amongst people in the community (Marzuki, 2015).

Another challenge that constrains participation in decision making process is time consuming. According to Ebdon and Franklin (2006), Irvin and Stansbury (2004), and Thomas (1995), participation in decision making is time consuming and has the possibility slowing down decision making process because it requires the public to

be well informed so as they can meaningfully and easily participate in decision making process.

On the other hand Irvin and Stansbury (2004) identified administrative costs as another challenge associated with decision making process. According to them (Irvin and Stansbury, 2004) the cost used in the groups for public participation is more expensive than those of the decision made by one administrator with required knowledge and experience.

The other challenge in place is the possibility of penetration of the private interest. Kweit and Kweit (1984) and Moynihan (2003) asserts that, there are concerns about the loss of control over the process and also the most actively involved citizens might represent private interests that are very different than the broader public interests.

Furthermore, traditional and persistent of socio-cultural practices in the society have been shown to hinder the active participation of women in decision making process (Hoyt, 2005; Powell et al, 2002). According to Hora (2004) most patriarchic societies, female are considered to be the inferior of the species, because of these women are deprived of the right to both honor and the utilitarian role is open only to males. Moreover, Kandusi and Waiganjo (2015) following the study conducted in Longido claimed that, male supremacy and dominancy has gone too deep in the community to the extent that women do not consider that community decision making organs is an area that they can participate. The study also shows that, women are not participating in politics and are not well accepted by the community to participate in politics. The cultural set up and men dominancy syndrome is the main problem for women participation in decision making process.

Other scholars Yang and Pandey (2011) provided the following challenges relating to participation in decision making process;

- Administrative factors, for example, institutional and policy frameworks, organizational characteristics, bureaucratic responsiveness and participation mechanisms.
- Factors relating to citizens involved, for example representative and competence of citizens involved in decision making process.
- Civil society factors, for example community connectedness, capacity and representativeness.

### **2.1.5 Advantages of political decentralization**

Devolution is a complex process and is not accepted by all practitioners, scholars, academicians and political groups. However, there are many vital benefits associated with devolved political system as acknowledged by various scholars (Rondinelli (1981), Kauzya (2007), Kim et al. (2015) and Wagna et al. (2016)). These include:

#### ***Good governance***

Political decentralization represents the most useful means of reducing extreme concentration of power at the centre, which is dangerous and go against numerous important doctrine of good governance such as transparency, equity and equality, adherence to human rights, responsiveness, free and fair elections and rule of law. Indeed, political decentralization establishes a number of sub-centre from which power can be easily exercised. Each sub-centre can pursue its own interests different from those at the centre but within the legal framework.

#### ***Ability to address local issues***

One among the important advantages of the devolved political system is its potential possibility to solve or address local problems. It is true that the central government is required to respond to a number of groups, thus it is possible the interests of some groups especially the marginalized groups to be compromised or remain untouched at all. Thus, it is possible for the local government to responds those issues or

problems which have not been addressed by the central government because it is closer to the source of the problem. Moreover, unlike the central government, the devolved political system is also able to represent the cultural values of the community.

### ***Efficiency***

The devolved political systems deal with small number of people than the central government and are required to address fewer issues or problems within their areas of jurisdiction. As the result, they can be more effective and efficiency in executing administrative processes than the national government. The local governments are able to administer new laws faster and address quickly and with precision the local problems than the central government. Also, the coverage of local governments and their efficiency put them in the good position to respond quickly to changed environment or situations than the national government.

### ***Political involvement***

In a centralized system, it is hard for tiny and marginalized groups of people to express themselves and make sure that their needs are heard and addressed. Among the concern of a devolved political system is to give these groups the room for expressing their interests and needs. Moreover, access to political power in a centralized system is difficult and tends to be reserved for those with wealth and experience. The local government provides an opportunity for those who are not sufficiently represented in a national system to have experience and to become vigorous in local authorities.

### ***Community participation***

Devolved political system, originated in a participatory mode of local governance, promotes greater social unity and stability, and enhances compromise between interest of the local groups and a convergence around the realization of common interests.

### ***Responsiveness***

Political decentralization produces higher levels of government responsiveness, honesty, legitimacy and tolerance among people because local staff have better understanding of the local conditions than the national government staff and thus are in the good position to address the local issues and preferences (Burki et al. (1999) in Olum (2014)).

#### **2.1.5 Effective political decentralization**

Effective political decentralization requires putting in place various ingredients. Turner (1999) and Boex (2013) identified some of them as follows:-

- Local governments are corporate bodies by law from the centre. As such they should be able, for instance, to own and transact properties, to open and manage accounts and to sue and being sued in their own name. Local governments should be responsible for a significant range of the local services.
- The local governments should have their own treasury, budgets, and accounts along with sub-national authorities to raise their own revenues. For example the Local Government Reform Program (1998) asserts that the devolved systems in Tanzania are characterized by shortage of funds to execute their business. Thus, it is important for the central government to make sure that the local governments are supplied with enough financial resource. Also, for the success of the reforms the sources and revenues should be equitably, sufficiently and openly distributed between the national and local governments. The current methods of allocating sources and revenues do not meet these principles (URT, 1998).
- Local governments can hire fire and promote their own competent staff. The local government reform program (1998) states that, the devolved political systems will be entirely responsible for planning, recruiting, rewarding, promoting, disciplining, training and dismissing local staff. The local government authorities will be the appointing authorities and employers for all local staff. Job security and protection from unnecessary

interference from councilors will be protected through laws together with appellant mechanisms (URT, 1998).

- A political party with majority elected councilors should be allowed to determine and decides policies and internal procedures and proceedings.
- The national government should play the role of external advisers and inspectors and should not be allowed to exercise any role within the devolved political system. This implies the removal of the a priori supervisory role of the state representatives and the institution of legal administrative control (administrative tribunal) and a posteriori budget control (Turner, 1999).

#### **2.1.6 Challenges of political decentralization**

The following are challenge of political decentralization as discussed by various scholars (Olowu et al. (2004) and (2006), Agrawal and Ribot (1999)and UNDP (1997) and (1998)):

- Inter-regional differences may increase, and thus increase intra-national poverty gaps and foster politically destabilizing forces. Since different regions are differently endowed in terms of natural resources, level of economic activities, land values, etc. some local jurisdictions will generate more revenue than others and afford their citizens more or better quality services than is provided in poorer jurisdictions. The need for equitable distribution of available resources, to avoiding such disparities, is frequently advanced to justify centralization. That argument fails to recognize the significant incentive that is created, and development benefits derived, when regions are allowed to take initiatives towards their own development, and can benefit from any gains made. At the same time, the potentially destabilizing effect of too wide disparities between regions cannot be overlooked. The challenge to decentralization programmes is therefore to devise arrangements which allow each region to undertake such initiatives as they see fit, and to benefit from these, while putting in place mechanisms to safeguard against extreme disparities between regions.

- Political Decentralization can bring higher risks of resource/power capture by local elites or special interest groups. Without adequate safeguards, there is a risk that powerful or well placed local elites may be able to capture the resources/powers allocated to or conferred on local authorities, and use these resources/powers for their own benefit /interest. It is therefore essential that in formulating the decentralization arrangements, provisions are included to prevent the process being high-jacked by any single group or small elite.
- The most popular mentioned advantage of centralized political system is the reduction of administrative cost (economies of scale). It is argued that central provision of public services is more efficient because there is a likelihood of savings due to deduced overheads, bulk procurement and the like. However, such advantage is more imaginary than real, because centralization is associated with the following setbacks; prolonged chain of command, red tape, the decision making centre is far from the people, application of uniform solutions all over the political system regardless of the geographical and environment differences, all these results into higher cost which offset and savings obtained. On balance, it seems that devolution offers greater efficiency and cost-effective.
- The other setback of political decentralization is the misuse of power due to weak supervision. This occurs when the national government supervisory is removed without establishing alternative means for accountability. Thus, it is advised that greater attention should be paid to the accountability arrangements (mechanisms) in vesting much power on a devolved government. This can include establishing new laws which promotes good governance and establishing new mechanism for accountability such as empowerment of civil society organizations which will act as watchdogs on local government authorities.
- Insufficient planning and execution arrangements can lead to inequality between the revenue in place and the conferred functions of devolved system, which could make them unsuccessful and/or bring them in disgrace. There are many examples of quickly conceived projects for devolution initiatives, which are not well planned, and which have failed or brought

discredit to the concepts because of deficiencies in planning or implementation arrangements. An important pre-requisite of devolution is therefore proper planning and execution of the plan (implementation) arrangements. Given the difficult nature of most devolution reform arrangements, a pilot method is always advised.

- Political decentralization can produce possible conflict between the devolved system and central government. With each local government having the ways of depicting and communicating its interests, conflict between devolved system and central government are likely to occur. Such conflicts are not always destructive, as it can serve to ensure that in arriving at any policy or course of action, the interests and concerns of all local governments are considered and properly solved. However, if not properly addressed they could become enormously harmful.
- Political decentralization represents a more difficult mode of governance. Establishment of various levels of government brings difficulties as to responsibilities and functions, relationships, and revenue and power sharing. The most contentious issue is related to fiscal power and authority. Definition of duties and functions of, and relationships between the various levels of government, is an important aspect to a victorious reform.

### **2.1.7 Theories of political decentralization and decision making**

#### ***i. The Sequential Theory of decentralization (Fallet, 2004)***

The Sequential Theory of decentralization was developed by Falleti (2004). The theory asserts that decentralization is a series of government reforms which devolves duties, resources, and power from the central government to local authorities. This implies that decentralization does not involve distributing power to non-state actors. Falleti (2004) and Falleti (2005) contend that decentralization is divided into three important areas; political, administrative, and financial decentralization. Awortwi (2011) argues that Falleti's sequential theory of decentralization has three important assumptions: First, the institutional arrangement of the devolved policies depends much on when those programmes are operating within the series of reforms.

According to Falleti (2004), when political and financial decentralization takes place at the initial stage of the government reforms obviously tend to increase the power to the devolved political organs in decision making process, but when administrative decentralization starts to be devolved always affect the power of local governments.

The second proposition is based on the priorities or preferences on the selection of the type of decentralization to be adopted during the government reforms between the central government and the local government authorities. In most cases, the central government prefers administrative decentralization to other forms of decentralization it allows the national government retains political and financial power which are used in influencing decision making at the local level. On the other hand, sub-national actors are in favour of political and financial decentralization because it strengthen their power in decision making process and reduces dependencies of devolved political organ on national government.

The third assumption is the origin, timing and the state context of devolution. Falleti (2004) specified three actors involved in the decentralization reforms namely; the president, mayor and governors. These actors prefer different type (s) of decentralization to be adopted. For example, the head of the state (the president) prefers administrative decentralization because it reduces administrative costs through “downward transfer of responsibilities”. On the other hand, the preference for local government officials (governors and mayors) is political decentralization which goes with local elections for electing governors and mayors, these local electoral processes give legitimacy on local staff and allow them to exercise their local interests “without the of retaliation” from the national government (Falleti,2004). From these important assumptions, (Falleti, 2004 and Falleti, 2005) assesses the degree of local government autonomy following the implementation of decentralization programme. If the interests of the central government (president) succeed in the process of policy-making, the degree of local government autonomy will be low because administrative decentralization increases the presidential power. On the other hand, if the local government, win political decentralization will result into high degree of local government autonomy in decision making process.

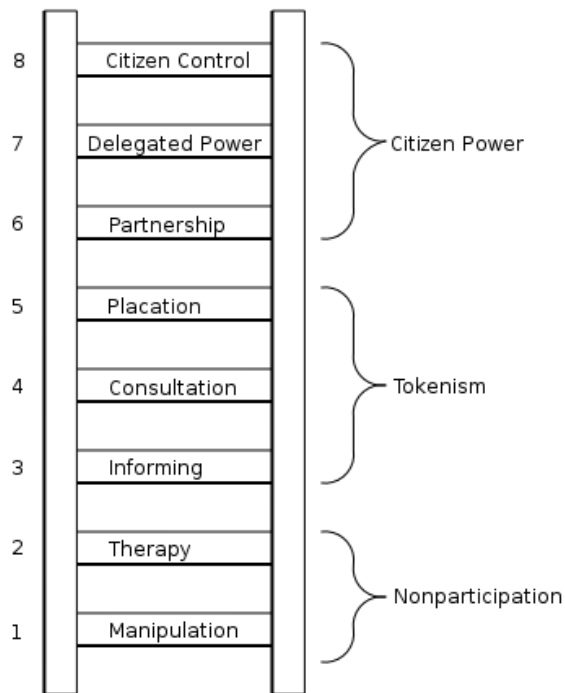
Therefore the Sequential theory of decentralization is relevant to the current study as it provides the following benefits; first, it insists that political decentralization is the genuine mode of decentralization that makes local government autonomous and independent. This enables the local authorities to respond and address local issues in accordance to the wishes and demand of the local community. Secondly, the theory creates awareness among the public by demanding the right type of decentralization that will enable them to participate in decision making process with no or limited interference from the central government.

***(ii) The ladder of participation theory (Arnstein, 1969)***

The other theory that can be useful in this study is called ladder of participation theory developed by Arnstein (1969) which consists of eight rungs, which are citizen control, delegated power, partnership, placation, consultation, informing, therapy and manipulation. This model insists on empowerment of local people and community at large in the participation of decision making process. Actually this model originates from the growing prominence of the idea of the public as the consumer, where choice among alternatives is seen as a means of capturing power. Thus, this model provides the public with an opportunity of being responsible and active in public service provision and decision making process.

**Figure 2.2: Eight rungs on the ladder of citizen participation**

**Comment [D1]:** Is this the way you wanted it to be??



**Source: Adopted from Arnstein (1969)**

Actually the two bottom rungs of the ladder which are manipulation and therapy describe the state of non-participation. Their aim actually is not to enable the people to take part in planning instead they enable power holders to educate the public. The mid-level of the ladder consists of three rungs which are informing consulting and placation. This is the level of tokenism whereby the public is allowed to hear and advice but they lack the power for their views to be incorporated in, because the power holders retain the right to decide.

The upper part of the ladder consists of partnership, delegated and citizen control. This is the most desirable level of the ladder as it depicts citizens' power with increasing progress of decision making influence capacity. Under this level people

participate by taking necessary initiatives and control over their own resources. Also they can participate in revising plans, monitoring and evaluating the progress of their development projects. Thus, this theory gives light in understanding and evaluating citizen participation in decision making process by differentiating the levels of participation from most desirable levels ( partnership, delegated and citizen control) to the least desirable levels ( manipulation and therapy). This theory is related to the study as it offers the following strengths; first, it helps to raise awareness to citizen on participation. Sometimes citizens do not participate in decision making due to the lack of awareness on community participation, thus the theory helps to raise awareness because it insist on educating the citizen on the importance of citizen participation before they engaging in (refer to the bottom rungs of manipulation and therapy which insist on educating the community). Second, the theory facilitate the mutual decision making between stakeholders and the leaders as it insist on consultation and partnership in which through this, citizens and their leaders can decide altogether.

## **2.2 Empirical literature review**

In this part presents the major empirical themes observed from previous researches conducted in different parts talking about the contribution of political decentralization on decision making process. This review is very important or essential as it highlights some existing research on citizen's participation in decision making processes and it enhances the identification of the research gap.

### *(i) Sujarwoto ( 2012)*

Sujarwoto (2012) conducted the study in Indonesia using the survey questionnaire, interview and comprehensive literature review methods, using a sample 8,320 households scattered in 120 local authorities to assess the relationship between political decentralization and the performance of public services. The study found that effective local government institutions, well informed public and transparency, public participation through community programs, and the existence of community groups in the society are important elements for improving the performance of social services provision at the local level.

(ii) ***Diaz-serrano and Rodriguez-Pose (2014)***

In Europe, Diaz-Serrano and Rodriguez-Pose (2014) carried a study on Decentralization, subjective well-being and the Perception of Institutions using observation and questionnaire as the methods of data collection. The study based on analysis of the views of 160,000 individuals in 29 European countries revealed that devolution affects citizen's satisfaction with education and health delivery in a number of ways. However, the influence of the devolved government depends much on whether the ability of the devolved political system to exercise authority over its citizens "self-rule" or to influence policy at the central government "shared-rule". Furthermore the study revealed that financial decentralization has a different effect on the perception of institution depending on whether we consider sub national expenditure or revenues. Similarly, the effects of political decentralization on the degree of satisfaction with institutions also differ depending on whether the capacity of the devolved organs to influence national politics or the exercise of power over their own people is taken into consideration. The study revealed that citizens seem to be satisfied with the ability of the local government authorities to provide social services rather than with the general principal that they can have power on their daily politics and policies.

(iii) ***Norman and Massoi (2009)***

Similarly, Norman and Massoi (2009) carried out the study on decentralization by devolution: reflections on community involvement in planning process in Kizota-Dodoma municipal using the following research methods; interview, questionnaire, documentary review and observation from 729 respondents. The selection of Kizota ward was said to be due to the fact that despite being one among the oldest ward in Dodoma, it encounters a number of problems including water, roads, trench and sewage systems, hence a need to realize people's participation in planning process. The study found out that, despite the fact that political decentralization among other things calls for the public participation in decision making especially on matters that affect their wellbeing including planning and setting their priorities, the study revealed that the Mitaa residents were not fully involved in the planning process

instead they were involved in implementing the centrally made plans that didn't include their priorities as the result efficiency in execution becomes minimal.

*(iv) Wagna, Iravo, Nzulwa and Kihoro (2012)*

Another study was conducted in Kenya by Wagna, Iravo, Nzulwa and Kihoro (2012) investigating the effect of financial and political decentralization on service delivery. The research used survey questionnaire, descriptive and explanatory research design as the methods of data collection methods. The total population of this study was 2794 county government officials from all the 47 counties in Kenya where a sample of 338 was targeted. A total of 338 questionnaires were supplied to the respondents but 275 questionnaires managed to be collected. According to Mugenda and Mugenda (2003) a response rate of 50% or more is enough. Babbie (1990) suggested that a response rate of 60% is good and 70% is very good. Thus, based on the above, the response rate for this study was found to be sufficient as it was 81.4%.

The study uses regression analysis to analyse the collected data. According to Mugenda and Mugenda (2003) regression analysis intends to find out whether a group of variables together predict a given dependent variable and this way, attempts to maximize the accuracy of the approximation. The study found that, there exists an important positive relationship between financial and political decentralization and provision of social services in the local governments in Kenya. One of the important practical implications of the results is that for improved service delivery in a local authority, there is need to improve political and fiscal decentralization. Thus the national governments should increase funding to the local authorities in order to improve service delivery.

*(v) Kim et al. (2015)*

Moreover the study done by Kim et al. (2015) in consultation with The International Republican Institute (IRI) conducted field research in Nairobi-Kenya in order to assess the progress of decentralization efforts. The team used the semi-structured interviews with 34 representatives from civil organizations together with the national and county governments. The selection of Kenya as the area of study was influenced

by the fact that it is the most current country in the region (East Africa) to implement wide-ranging decentralization reforms. The study reveals that Kenya's new constitution explicitly indicates the functions, powers and structures of the local authorities. Following this strong constitutional amendments the roles and responsibilities of the central and the local institutions are formally separated establishing county governments which are completely politically decentralized. Since the last election of 2013 the local governments have been much more evident to the people. Because the law now is at the county level, the local community feels that they are in a better position to hold county staff accountable (Kim et al., 2015).

However the research shows that the existence of polarized political culture and lack of valuable engagement between local staff and the local community presents a significant obstacle to these new opportunities. Political tension among politicians and the absence of understanding of the current local government systems leads to poor citizen involvement in local government decision making. The dreams of Kenyans devolution have been attained with existing polarized mindsets. Political decentralization have brought conflicts within the local government in Kenya because it has increased power struggle among people, also the conflicts persists between the local government and the central government. Furthermore the political parties are weak and are based on ethnic groups or short term issues (Kim et al., 2015). They only serve as instruments for politicians to win power and money. Power struggle are very common within the county governments. Political interests always affect decision making and allocation of resources. MCAs threaten to remove their governors over demands for more resources. This behaviour actually reduces the ability of the local authority to work together as the team (Kim, et al., 2015).

*(vi) Kim et al.(2015)*

Another study was conducted by the same people in Rwanda that is Kim et al. (2015) Assessing the Progress of Decentralization efforts: using desk research as the method of data collection. The study found that that political decentralization in Rwanda encountered numerous problems, like making local government officials far more loyal to the national government than their local constituencies. Their obedience to

the central government makes it easier for them to execute national policy that did not consider the interests of the local community. Thus without the friendly political elite the public will feel further disenfranchised by the devolution process, and therefore less likely to take part. Furthermore the local government action plans are required to be developed through a participatory process between the county officials and civil society organizations and the public gatherings. But the study revealed that there is very little community involvement especially in the early stages due lack of political will of the central government to engage the local community in reviewing the national goals before being put into action. Thus the local government should be allowed greater authority to decide their own development programmes based on local needs.

*(vii) Kaminyoge (2008)*

Furthermore, the study done in Mbarali District Council by Kaminyoge (2008) entitled: Assessment of public participation in decision making through village statutory meetings in LGAs in Tanzania. The study found that community participation in decision making during legal village meetings, the attendance was very low and they were not held as scheduled. He proceeds by saying that lack of awareness of the important of the village meetings and the lack of village by laws were the root causes for poor community participation in decision making. Following the meetings to be held without observing the timetable the large majority of people were not represented in decision making process as opposed to the objective of political decentralization. In turn, this has the negative impacts towards policy formulation and policy implementation in the whole process of development.

### **2.3 Research gap**

Despite the empirical study underpinning and advocacy for political decentralization in local government authorities the really political decentralization has never been realized especially in developing countries. Available literatures such as Kauzya (2007) following the study conducted in Uganda showed that the failure of fully political decentralization was due to among other factors resistance from the bureaucrats in ministries who feared to lose power over resources through

decentralization. Also the local government Act 2002 in Gambia showed that political decentralization is not effective. For example the power given to local authorities to manage their affairs as stipulated in the Act is not adhered to, also there is continuous interference by the national government on the operation of the councils and local government service commission is not employing personnel as per real staff capacity requirements of the councils. Moreover, the study conducted in Rwanda by Kauzya (2007) revealed that the failure of political decentralization in Rwanda was due to reluctance of the civil servants. Kauzya (2007) commented that, because of the reluctance of the central government officials a number of social services which had been legally devolved failed to fully decentralized.

However, there are limited studies on the contribution of the little devolved government in decision making process for example the study conducted at Kizota-Dodoma by Massoi and Norman (2010) which found that although the government has done a admirable work in implementing D by D, its contribution in planning process at the local level is still negligible and unsuccessful. Thus, this study intended to bridge this gap by making an assessment on the contribution of political decentralization on decision making process with the experience from Temeke municipal council.

#### **2.4 Conceptual framework**

This study investigated the contribution of political decentralization on decision making process in local government authorities with the reference from Temeke Municipal Council (TMC) using the following variables.



and equality, rule of law, adherence to principles of human rights and accountability.

Moreover, the study examined the fiscal or financial autonomy of the devolved government. This entails that the local government should have their own sources of revenue including the local government capital development grants. Also the study examined if the local government have the power in revenue collection, spending and allocation of collected resources.

Lastly, the study examined the institutional autonomy of the devolved government in terms of statutory and legal framework that safeguards the central-local relations

**ii. Intermediate or contextual variable**

The study examined the possible role of intermediate or contextual factors influencing the degree of political decentralization and decision making process in the case study. The selected indicators were availability of resources both human and financial resources and effective central-local relations.

**iii. Dependent variable**

The study examined effective political decentralization using the following indicators; participation, transparency, accountability, free and fair local elections, equity and equality, rule of law and adherence to principals of human rights.

## **CHAPTER THREE**

### **RESEARCH METHODOLOGY**

#### **3.1 Introduction**

The research methodology is the ways that are used in conducting the research scientifically (Kothari, 2004). Thus, this chapter presents and analyses different research methods used in conducting this study. It comprises research design, area of the study, population of the study, sampling techniques and study sample, data collection method and instrument of data collection and data analysis procedures.

#### **3.2 Research design**

Research design implies a place, structures and strategies of investigation conceived so as to obtain answers to research questions (Kumar, 2002). The aim of research design is to plan, structure and execute the selected research project in such a way that the validity of the findings are examined (Mouton and Marais, 1996). This study employed the case study design. The case study design refers to the popular form of qualitative analysis and involves a careful as well as a complete observation of a unit (Kothari, 2006)

The rationale behind the adoption of the case study design was based on the fact that, the case study is especially useful when the overall objective of the study is to investigate, explore and analyse a single unit such as a personal, family, institution, culture group or even an entire community to represent the nation or the entire population of a certain region (Gall et al., 1996). Moreover the budget constraints made the case study more appropriate for the study since it focuses on a single case. As Garavetter and Forzano (2009) comments, using a case study design certainly keeps the researchers' costs to the minimum and that data can be collected first-hand and in-depth while the researcher is attached in the organization of the study.

### **3.3 Area of the study**

A study area is an area or place where a researcher explores to obtain the findings (Manson, 1996). This study was carried out at Temeke municipal council in Dar-es-salaam region. The choice of the council has been influenced by the following considerations: The place provides an enormous possibility for gathering data because of the presence of the resourceful people, the familiarity of the place to the researcher which facilitates the data collection process in terms of relatively easy access to important people and to minimize the cost of data collection. Manson (1996) and Silverman (2006) advise the researchers to avoid place that provides no possibility for access of data.

#### **3.3.1 Socio-economic characteristics and organizational profile of Temeke Municipal Council (TMC)**

According to the National Bureau of Statistics Tanzania, Temeke municipal council is situated in Dar es salaam-Tanzania, its geographical coordinates are 6° 5'0" South, 39° 15' 0" East, covering the area of 728.71km<sup>2</sup>. Administratively, TMC consists of seven (7) departments, three (3) divisions, 23wards and 171 Mitaa. According to the National Census conducted in 2012 TMC has a total of 1,368,881 populations whereas 669,056 are males and 699.826 are females. According to the municipal profile (2015) the main economic activities of TMC include agriculture, livestock keeping, trade and industries, tourism and fishing.

### **3.4 Population of the study**

Population is the total collection of elements about which we wish to make some inferences (Cooper and Schindler, 2006). A population can be small or large depending upon the size of the group of persons or objects which the researcher plan to make reference. The population of the study in this case included the residents and employees at Temeke Municipal Council who are believed to have useful information relating to the study. The selection of this population was based on the assumption that the identified categories would provide enough data that would enable assessment on political decentralization and decision making process.

**Table 3.1: population of the study**

Categories of respondents	NO of respondent	Data collection method	Type of information
Municipal Director	1	Interview	i. The decision making process
			ii. Approaches used to enhance citizen participation and the extent of citizen participation
			iii. Factors hindering citizens participation in decision making process
Heads of Departments	2	Interview	i. The decision making process
			ii. Approaches used to enhance citizen participation and the extent of citizen participation
			iii. Factors hindering citizens participation in decision making process
Ward Executive Officers	2	Interview	i. The decision making process
			ii. Approaches used to enhance citizen participation and the extent of citizen participation
			iii. Factors hindering citizens participation in decision making process
Mtaa Executive Officers	4	Interview	i. The decision making process
			ii. Approaches used to enhance citizen participation and the extent of citizen participation
			iii. Factors hindering citizens participation in decision making process
Elected Councilors	2	Questionnaire	i. The decision making process
			ii. Approaches used to enhance citizen participation and the extent of citizen participation
			iii. Factors hindering citizens participation in decision making process
Local residents	88		Factors hindering citizens participation in decision making process

**Source: Researcher constructs 2017**

### **3.5 Sample size and sampling technique**

#### **3.5.1 Sample size**

A sample size is a sum of a part of population which is studied in order to make inference about the whole population (Manheim, 1997). On the other hand, Kothari (1990) defines a sample as the group of respondents drawn from a population in which the researcher is interested in collecting information and drawing conclusion. However, it might be difficult for the researcher to study the whole population for the reasons of size, time, cost or inaccessibility. Dealing with small amount or part of the population has always offered a higher degree of accuracy than dealing with the whole population (Manheim, 1997). Therefore, this study involved 99 respondents consisting of Municipal Director (1), heads of departments (2), elected councilors (2), Ward Executive Officers (WEO) (2), Mtaa Executive Officers (4) and local residents (88) as illustrated in the table above (see table 3.1).

#### **3.5.2 Sampling techniques**

Sampling is the procedure for gathering people, places or things to study (Kombo, 2006). It is a process of selecting number of individuals or objects from a population, such that the selected group contains elements which represent the characteristics found in the entire group. Sampling is the process of drawing a study sample from a larger study population (Krishnaswami, 2003). In this study the sampling process involved both probability and non-probability sampling techniques.

##### ***(i) Non probability sampling***

Yin (1994) defines non probability sampling as the sampling procedure that does not involve the logic of probability that intends to select representative sample from the targeted population. In this study purposive technique which is a non probability sampling was used to select the interviewed sample. The power of purposive sampling lies in selecting information rich cases for in-depth analysis related to the central issue being studied (Kombo and Tromp, 2006). In this technique, only those respondents who met the purpose of the study were selected or picked. These comprised the key people or resourceful people by virtue of their position, who were more likely to have information about the study including the Municipal Director

(MC), the Heads of Departments (HODs), Elected Councilors, Ward and Mtaa Executive Officers. ). Thus, as pointed out earlier the non probability sample in this study consisted of eleven (11) respondents.

Also, purposive sampling technique was used to select four study wards and four streets within the selected wards. The criteria used for selection were accessibility and the presence of respondents who are likely to cooperate during the data collection process (Manson, 1996). The wards selected included; Azimio, Mbagala Kuu, KibondeMaji and Keko, while the mtaa consisted of Keko-Magurumbasi, Kibonde maji A, Mbagala-Kuu and Mji mpya.

(ii) ***Probability sampling***

This is the method of obtaining a sample in which there is probability or likelihood of inclusion of each element into a sample (Black and Champion, 1976). This type of sampling techniques applies randomness as the property of sampling procedure. The advantage of this sampling technique is that it provides every member of the population equal opportunity of being included in the study. The specific probability technique that was used in this study is simple random sampling. This is the sampling technique in which each and every unit of the population has an equal chance of being selected in the sample (Krishnaswami, 2003). This technique was used to obtain or select local residents that constituted the questionnaire sample whereby a total of 88 heads of households were selected from the sample of four (4) streets to be provided with questionnaires. The selection of this sample was justified based on the rough guide criterion which assumes that sample sizes between 80-100 respondents are sufficient for socio-economic studies in sub-Saharan Africa (Matata et al., 2001). Actually, a sample of respondents took into consideration the possibility of none responses (as 110 respondents were targeted) in a sense that even if some respondents decline to respond there would be a possibility that the returned questionnaires would be large enough to allow statistical analysis to be carried out (Clegg, 1989). The selection of the heads of households who constituted the questionnaire respondents was done as follows. First, the researcher obtained the sampling frame from each selected wards. Thereafter, in each selected ward piece of

papers were prepared, numbered and folded to present each household in each selected ward. In order to minimize biasness in the selection process, the numbered folded pieces of paper were thoroughly mixed up in a box and one piece of paper was picked at a time. The process was repeated until a required sample of 88 respondents was reached.

### **3.6 Data collection methods and techniques**

This section describes the methods that were used in collecting data. The researcher admits that no single method is satisfactory in itself in obtaining valid and reliable data (Creswell, 2005). Moreover, Cohen et al., (2000) argue that each method checks and reinforces the other. Thus, this study employed both primary and secondary data.

#### **3.6.1 Primary source**

Primary data refers to data that is first hand, collected by the investigator him/herself (Krishnaswami, 2003). The primary sources used in this study were interview and questionnaire.

#### **3.6.2 Questionnaire**

According to Mugenda and Mugenda (2003) a questionnaire is a series of questions asked to individuals to get statistically valuable information about a given topic. Questionnaires are used to obtain important information about the population. A researcher needs to prepare a valid questionnaire in attractive print fonts, careful proofread before being distributed, not too long with necessary questions and the one allowing a room for personal comments and opinions. The advantage of questionnaire is that, they can be easily administered to big number of people, removes busyness and permits freedom of opinions (Gay, 2009). The questionnaire were prepared in English language to suit the technocrats whereas Kiswahili version for the rest of the respondents. Mishra (2008) asserts that, questionnaire method has two formats that are open-ended, in which the respondent is free to write whatever answers he/she considers appropriate, and closed –ended question format that restricts respondents with a list of answer alternatives from which he must choose to answer the question. The closed ended questions were used in order to make the

respondents use less time to provide their response. Ary et al. (2010) argue that closed-ended can be answered more easily and quickly whereas open ended questions help to identify possible alternative responses to the questions under themes related to the objectives of the research.

### **3.6.3 Interview**

Interview is the method of collecting data in which selected participants are asked questions in order to find out what they do think or feel (Bill, 2000). Basically, interview makes it easy to compare answers and may be face to face, voice to voice or screen to screen, conducted with individual or group of individuals. According to Gay (2009) interview is a purposeful interaction in which one person obtains information from others. It allows the researcher obtains the data that cannot be captured by observation alone, although pairing the two provides valuable way for complementary data. Interviews were employed in this study for the purpose of understanding the experience, opinions and feelings of respondents and allow the interviewee to expose more information during the dialogue. Cohen et al. (2007) contends that, interview method has ability to yield rich insights into people's experiences, opinions, aspirations, attitudes and feelings about the research problem.

### **3.6.4 Secondary data collection methods**

Secondary data is about the use of data collected and recorded by other people. According to Kothari (2004) it is a cheap source of data for the research which uses the ready-made data. The researcher collected secondary data in various types of records or documents, including archival documents, published books, articles, legislations, reports, journals and websites among others so as to augment the study.

### **3.7 Data analysis**

Kumar (2002) defines data analysis as the process involving a number of closely related operations that are performed with the purpose of summarizing the collected data and organizing them in such a manner that they can yield answers to the research questions. Basically, in data analysis, the Statistical Package for the Social Science (SPSS) was used for the computation of quantitative data and updating

periodically any new or improved procedure that were added to the system. SPSS is a windows based program that can be used to perform data entry and analysis and to create tables and graphs (Andy, 2009).

The advantages of SPSS is that, it is capable of handling large amount of data and can perform all of the analyses covered in the text and much more. It is the most common program used in social science today. Generally, the ability of this program to embark and work on the large amount of data and performing analysis has been a motive for my selection and use of this program.

The qualitative data was analysed through content analysis from the point of interaction between the researcher and the respondents, this method entails the use of direct quotes with a view to capturing the respondents' own talk and experiences.

In data processing, the researcher assessed the trustworthiness of the data by making crosschecking on the information obtained from the secondary data and primary data. The information that was collected enabled the researcher to interpret the research questions and fulfill the study objectives from which the conclusion and recommendation was drawn.

### **3.8 Ethical issues**

Grinnel and Williams (1990) assert that ethics is the discipline dealing with what is good and bad or right and wrong with moral duty and obligation. A researcher has to be mindful of ethical dilemmas that confront researchers. Based on this explanation, the researcher adhered to ethical principals by respecting all research participants and made sure that they understood their rights regarding privacy, anonymity and confidentiality. Meanwhile, the research participants were assured that the data collected would be kept confidential and would not be shared with anyone. As Neuman (2000) points out that, the researcher has amoral obligation to uphold confidentiality of data, which includes keeping information confidential from others in the field and disguising members' names in the field notes.

## **CHAPTER FOUR**

### **DATA PRESENTATION AND ANALYSIS**

#### **4.0 Introduction**

This chapter presents and analyses the demographic characteristics of the respondents and findings relating to decision making process, the extent to which the government enhance or support political decentralization, contributions of political decentralization and factors hindering decision making process at Temeke Municipal Council, which on the whole addresses the objectives of this study.

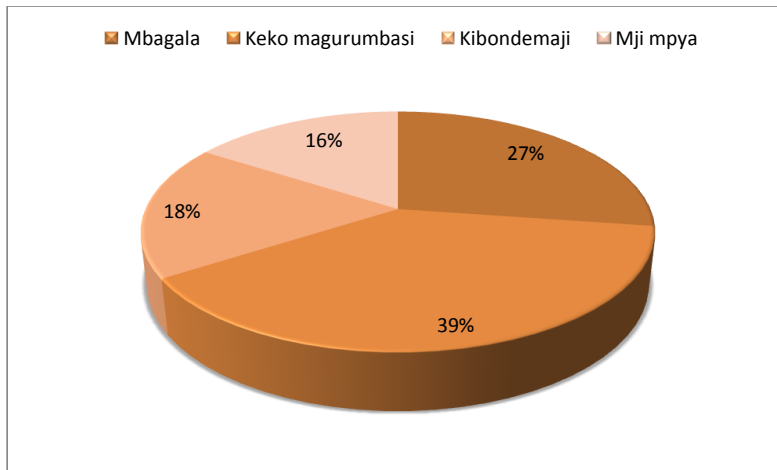
#### **4.1 Demographic characteristics of respondents**

This section discusses the distinctiveness of respondents in terms of age, places, gender and educational level. Actually, four characteristics of respondents were taken into consideration in this section; place, age, marital status and gender and educational level of respondents. Mokhahlane (2009) asserts that, the significant of demographic information on the outcomes of the research is to enable the researcher to gather more information about the way in which community survives so as to establish any relationship between the outcomes and the demographic information under consideration in the context of this study.

##### **4.1.1 Distribution of respondents by their Mtaa**

Information was obtained from four (4) Mitaa in four (4) different wards for the purpose of heterogeneity. Thus, in relation to places or location the distribution of respondents was as follows; Mji mpya 14 (16%) respondents, Kibonde maji 16 (18%), Mbagala Kuu 24 (27%) respondents and Keko-Magurumbasi 34 (39%) respondents (see figure 4.1). Actually, the participation of local residents varied from city centre (Keko) to the periphery (Mji Mpya). This implies that, awareness for community participation in decision making is high in urban areas than in the periphery.

**Figure 4.1 Streets surveyed by the researcher**

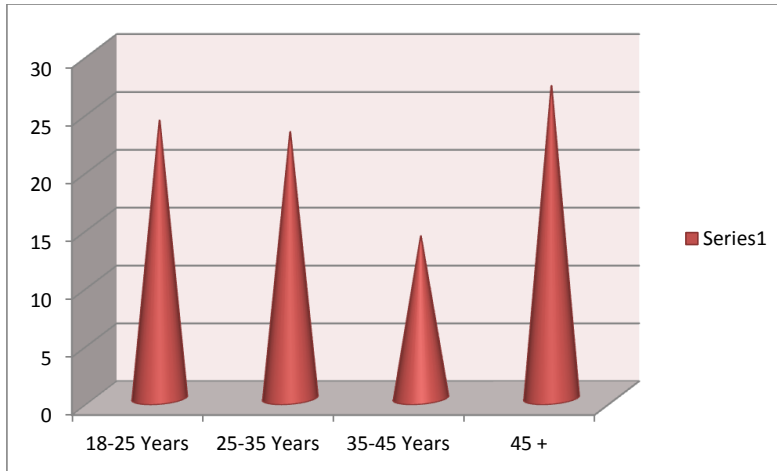


**Source: Field data, 2017**

#### **4.1.2 Distribution of respondents by Age group**

The researcher included information on age of the respondents to see if it has some influence in decision making. The distribution of questionnaire responses according to age was as follows; 24 (27.3%) respondents were aged between 18-25 years, 23 (26.1%) between 25-35 years, 14 (15.9%) between 35-45% years and 27 (30.7%) were above 45 years. The consideration of the age of the respondents was due to the fact that in some occasion's people of a certain age are being ignored or neglected to participate in decision making process (Maeda,1976). However, this study considered all ages recognized by the law in decision making (see figure 4.2). Thus, this implies that all groups that are allowed to make decisions by the law were consulted accordingly. However, the variation across age groups implies that the working groups are too occupied with the economic activities as only 14 (15.9%) were able to be accessible.

**Figure 4.2 Age by groups**

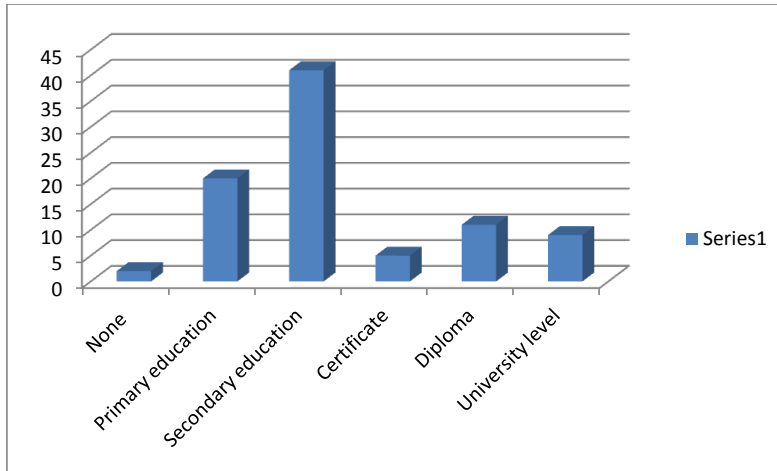


**Source: Field data 2017**

#### **4.1.3 Distribution of respondents by level of education**

The distribution of the responds according to the level of education was as follows; 02 (2.3%) never attended formal education, 20 (22.7%) had primary education, 41 (46.6%) secondary education, 05 (5.7%) certificate, 11 (12.5%) diploma holder, and 09 (10.2%) had university degree. Bembridge (1984) asserts that, education level influences the decision making process on an individual and the adoption process in relation to developments. The findings indicate that most 40 (45.6%) of the respondents' fell under the category of secondary education (see figure 4.3). This implies that, the local residents have low education, and are unable to question the decision made by their representatives (councilors) and the local government officials.

**Figure 4.3 Level of education**

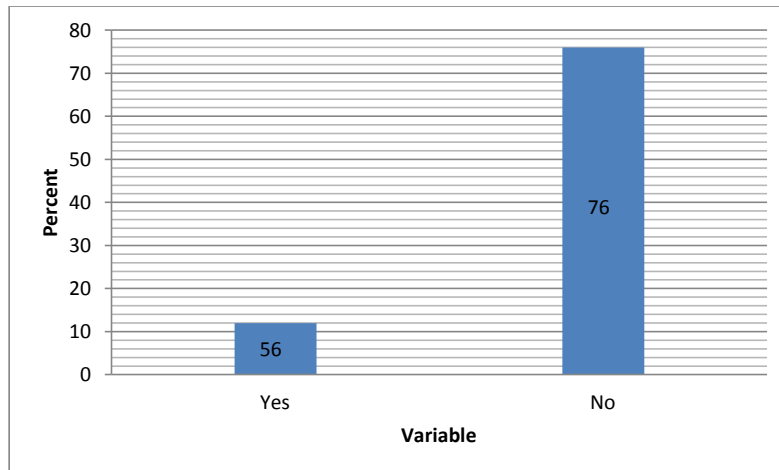


**Source; Field data, 2017**

#### **4.1.4 Distribution of respondents by sex**

This study subsequently examined the distribution of respondents by sex in order to cross-examine the accuracy in the information obtained. Hence, regarding sex of respondents the study found that out of 99 respondents 55 (55.6%) male and 44 (44.4%) female (see figure 4.4).

**Figure 4.4. Distribution of respondents by sex**



**Source; Field data, 2017**

The consideration of sex aspect was based on the fact that adverse gender norms and the presence and dominance of men in decision making are two major obstacles to women's equality in decision making process (Kandusi and Waiganjo, 2004). The significance of the participation of women in decision making process was insisted by World Conference on Women held in Beijing 1995 that, women's equal participation in decision making is not only a demand for justice or democracy but can also be seen as a necessary condition for women's interests to be taken into account. Without the perspective of women at all levels of decision making, the goals of equality, development and peace cannot be achieved (UN-Commission, 2015). Thus, this implies that, the women voice and views were considered accordingly in this study regardless of the little discrepancy in the study sample.

#### **4.1.5 Distribution of respondents by marital status**

Matrimonial status is another demographic characteristic of the respondents considered by the researcher during the study. The reasons for considering matrimonial status is that the opinions of people can vary based on marital status

because the married people are likely to be more responsible in various activities including participation in decision making than other groups. The findings from questionnaire respondents revealed that 71 (81%) respondents were married, 8 (9%) never married, 3 (3%) divorced and 6 (7%) widowed (see table 4.1). The findings show that, majority of the respondents is married. This implies that the study considered the right sample to be included in the study as married people are experienced in decision making starting from their household.

**Table 4.1 Distribution of respondents on the basis of marital status**

<b>Variable</b>	<b>Frequency</b>	<b>Percentage (%)</b>
Never married	8	9
Married	71	81
Widowed	3	3
Divorced	6	7
<b>Total</b>	<b>88</b>	<b>100</b>

**Source: Field data, 2017**

#### **4.2 Discussion and analysis of the study findings**

This section presents the empirical findings, discussion and analysis of the study focused on the specific objectives

##### **4.2.1 Decision making process in Temeke Municipal Council**

The first objective of the study was to examine the decision making process at Temeke Municipal Council. The important issues dealt in this section include the need to find out the organs of decision making, the composition of the organs of decision making, the frequency in which the decision-making organs meet and finally the process of decision making.

##### **4.2.2 Community awareness on decision making organs and their composition**

Using questionnaires, respondents were required to identify the decision making organs available in their municipal council. The findings indicate that, 85 (96.6%)

respondents identified full council as one among the decision making organs, while 82 (93.2%) respondents identified general meetings, 12 (13.6%) respondents identified standing committee and only 3 (6.8%) managed to identify council management team as one among the decision making organs available in their council. Table 4.2 illustrates the distribution of responses. The findings imply that local residents are more familiar with decision making organs that they are directly involved like the general meeting or those made by their representatives (councilors).

**Table 4.2: Community awareness on decision making organs**

Variable	Frequency	Percentage (%)
Full council	85	96.6
Council Management Team	03	6.8
Standing committee	12	13.6
General meeting	82	93.2

**Source: Field data, 2017**

According to the municipal director when interviewed, the municipal council consists of five important decision making organs namely, the full council, the Council Management Team (CMT), standing committees, Ward Development Committee (WDC) and the general meeting which is conducted at the Mtaa level.

***The full council***

The full council is the principal political structure and the ultimate decision making organ of the municipality. The findings of the study revealed that, out of 88 questionnaire respondents who were involved in the study 85 (96.6%) recognized full council as one among the important decision making organs at the council. This

implies that, there is high level of understanding among the local residents on the existence of this important decision making organ.

On the side of the composition of the full council, the respondents were required to list members constituting the full council. The findings revealed that 68 (77.3%) of the questionnaire respondents were not aware of the composition of the full council as they failed to mention the members of the full council. Majority of the respondents recognize only the councilors as the member of the full council as all 88 (100%) respondents managed to mention them. This implies that there is little awareness among people on the decision making organs, their functions and members involved, who have been vested with power to make decisions on behalf of the entire community.

During the interview, the municipal director provided the composition of the full council as follows: elected councilors from each ward, three members appointed by the minister responsible for the local government, the members of parliament representing the constituencies and other members of the parliament whose nomination originated from the organs of the political parties within the area of jurisdiction of the council and the women's special seat.

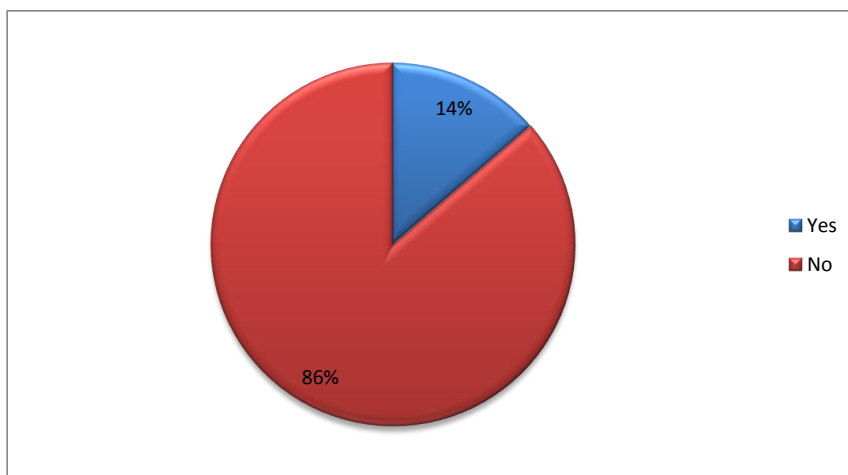
Actually, the explanation of the municipal director relates to that of the local government Act No 8 (urban authorities) (1982) with its amendments, which describes the composition of urban authority as follows; members elected one each from the wards within the council, The member of parliament representing the constituency, the national member of parliament whose resides in the area of the council, any member of parliament appointed by the president who ordinary resides in the council and not more than three members appointed by the minister.

#### ***Council Management Team (CMT)***

The study examined the awareness and composition of council management team to the local residents as one among the organs of decision making at the municipal council. The results from the questionnaire respondents showed that, only 6 (6.8%)

respondents were aware of the CMT as one among the decision organ at their municipality while 82 (93.2%) respondents were not aware (see figure 4.5). This implies that the composition and the functions of the council management team are not known to most members outside the employees of the municipal council.

**Figure 4.5 Community awareness on council management team**



**Source: Field data, 2017**

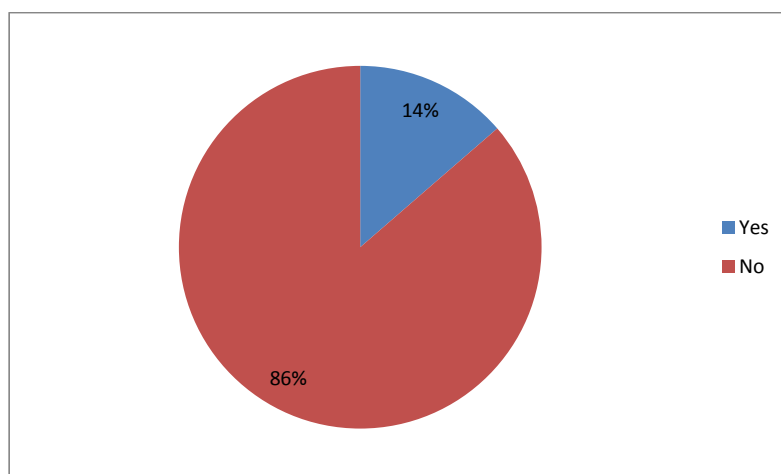
According to the interview responses by the municipal director, the council management team is composed of the municipal director, Heads of Departments (HODs), and a representative from the district commissioner. All decisions in the local government authorities must go through the Council Management Team. This statement implies that, the council management team is one among the important organs for decision making at the council level but its composition is highly questionable as it does not compose the elected councilors as the true representative of the community.

#### ***Standing committees***

The researcher was concerned with cross-examining the awareness of the local residents on various standing committees available in their municipality with their

composition. The findings from questionnaire respondents showed that, there is little awareness on the standing committees available in the council as only 12 (13.6%) respondents were aware of the standing committees available in the municipal council while 76 (86.4%) were not aware (see figure 4.6). This implies that, there is little transparency on the execution and transaction of business within the municipal council as well as minimal participation of the public as the key actors in the decision making process.

**Figure 4.6 Awareness on standing committee**



**Source: Field data, 2017**

On the other hand, the documentary and interview findings indicated that the municipal council has managed to establish various standing and other occasional committees. During the interview the elected councilor who is also the mayor of the municipality commented that;

*Temeke municipal council has managed to establish nine standing committees which are; finance, planning and development, health services, parks and recreation, protection of person and properties, general government, social and family services, transportation services and general environment. Also the council has established*

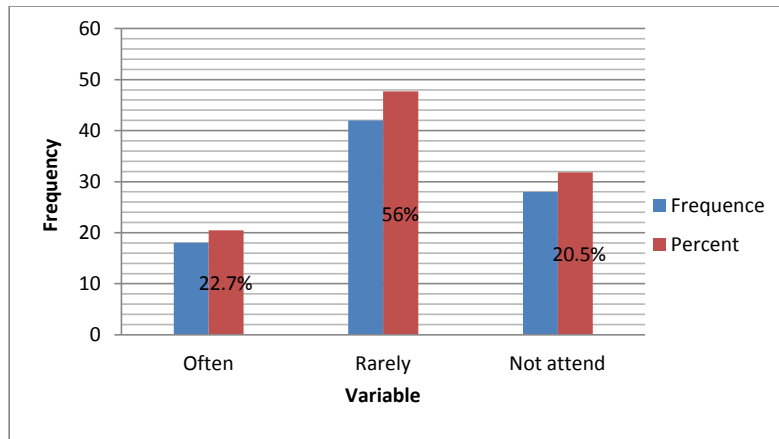
*two occasional committees which are committee of adjustment and procedure of by-law committee.*

The explanation given by mayor relates to those found in the local government Act. No 8 (urban authorities) 1982 Section 42 (1) which asserts that, every urban authority shall establish committee responsible for finance and administration, urban planning, public health, education and culture, works and trade and economic affairs. Moreover, the Act provides a discretionary power for the urban authority to establish other committees (not exceeding three) as it may see necessary under section 44 (1) of the Act.

***The general meeting***

In extracting the information on the awareness of the local residents on the general meeting as an important organ of decision making, the questionnaire respondents demonstrated high level of understanding as 82 (93.2 %) respondents said YES while 6 ( 6.8%) respondents said NO. But apart from high level of awareness among the local residents, the attendance in the general meetings is very poor as the findings indicated that most people do not attend meetings as 20 (22.7%) respondents replied YES, while 50 (56%) respondents said NO and 18 (20.5%) respondents went for RARELY (see figure 4.7).

**Figure 4.7** General meeting



**Source: Field data, 2017**

The findings on poor attendance of local residents in important meetings were also shared by the ward executive officer during the interview who commented that; *“actually poor attendance of the local residents in important meetings hinder or acts as an obstacle towards implementing the policy of political decentralization as it was intended and eventually undermine the real meaning of public participation”*.

Poor attendance of local residents in the important meetings was also revealed by Kamunyoge (2008) following the study conducted in Mbarali who commented that, the participation in decision making during the statutory village meetings, the attendance was very poor and they were not held as scheduled. He proceeds by saying that lack of awareness of the importance of meetings and the lack of by laws were the major causes for poor community participation in decision making.

#### **4.2.3 Frequency and time of meetings of the decision making organs**

The local government Act NO. 8 (urban authority) (1982) provides a rough timetable for the decision making organs to meet so as to transact their business. Section 29 (1) of the Act states that, an urban authority should at least hold one ordinary meeting

for the transaction of its business in every three months at such places, on such dates and at such times as it may decide from time to time. The findings from the questionnaire respondents indicated that 22 (25%) respondents said the decision organs conduct three meetings per year, 64 (72.7%) said four times and 02 (2.3%) respondents opted for more than four. The result implies that, the council only conducts meetings that are prescribed in the local government laws.

**Table 4.3 Meetings of the decision making organs**

Variable	Frequency	Percentage (%)
Three meetings	22	25
Four meetings	64	72.7
More than four meetings	02	2.3
<b>Total</b>	<b>88</b>	<b>100</b>

**Source: Field data, 2017**

The findings from interview with a councilor depicted that, it is not easy to call meetings frequently because the town people are very busy and occupied with their daily activities.

During the interview, one of the heads of department at the municipal council explained that;

*The local government is required to hold at least four meetings per year but due to shortage of funds such meetings are not being conducted. The interviewee went on by saying that, at least at the municipal council such meetings can be conducted because we have our own source of funds but the situation is too worse at the ward and Mtaa level which depend heavily on the grants from the municipal council.*

#### 4.2.4 Decision making process

The concern of the researcher was to investigate if the process for decision making is followed as stipulated in the local government laws. The findings from questionnaire respondents depicted that only 30 (34%) respondents were in the view that the process of planning and decision making is followed, 7 (8%) said NO while 51 (58%) were not aware of the process of decision making (see table 4.4). This implies that, the planning and decision making process is not caught up to minds of the majority which eventually reduces the power of communities to influence decisions in their local areas.

**Table 4.4: Community awareness on decision making process**

Variable	Frequency	Percentage (%)
Followed	30	34
Not followed	7	8
No awareness	51	58
<b>Total</b>	<b>88</b>	<b>100</b>

**Source: Field data. 2017**

The municipal director provided a brief explanation concerning the process of decision making. The decision making process follows O&OD methodology which is a holistic and participatory. The planning and decision making process starts from the grassroots to the top level management of the council. The planning process is conducted by selecting members from different groups in the community.

The criteria used in selecting members are age, sex, social status, so as to ensure that the views of all the social groups are reflected in the community plan. One important activity that is carried out during the planning process is the collection of data by community members using participatory tools. This process gives people to understand the condition of their own community. The data collected is then used by focus groups for discussions on the Tanzania Development Vision 2025 objectives, to assess community situation in the light of national goals or targets. Thereafter, the draft plan is presented to the WDC for technical advice before it is submitted to the

Mtaa general meeting for the approval as stipulated by law. Hence, the approved plan is sent to municipal council in order to be incorporated into council wide plan.

The explanations given relate to those given by the head of department of planning and economic affairs during interview:

*The process of decision making is bottom-up whereby, there is formation of diverse development groups at the Mtaa level. These groups are formed by local residents in their respective areas for the purpose of having desired social economic activities. These groups raise different issues such as involvement in development programs, elections, administration, economic support and the like to Mtaa council. The Mtaa government when receives such issues they mainstream in the Mtaa draft plan and forward to the WDC for approval and thereafter, the ward development plan is sent to the municipal council*

Moreover, the Ward Executive Officer claimed that:

*There is long hierarchy to follow in decision making process in the local government. The process takes too much time for the decision to be made and implemented. Sometimes it takes even a year or more to start implementing what the community has decided”.*

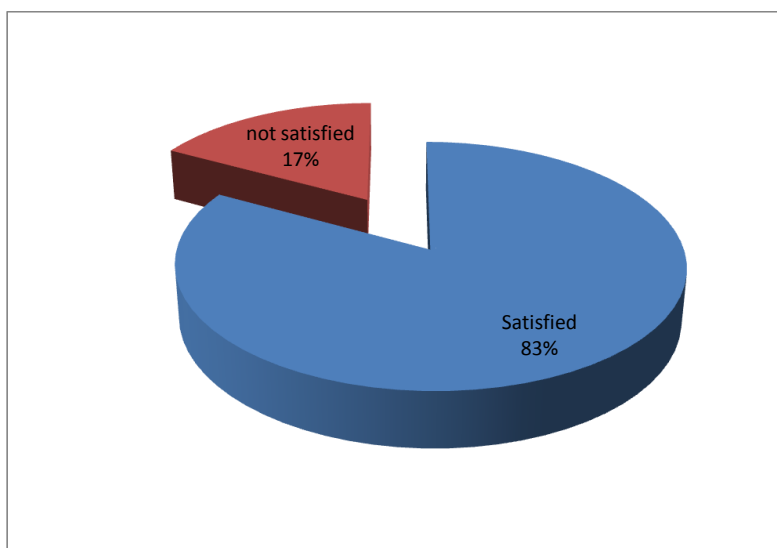
This was also acknowledged by the Municipal Director who commented that, “*it is true that the procedures can take some time but it is important to be followed in order to have effective and informed decisions”.*

Generally, it can be summarized that in theory, the O&OD approach is supposed to follow bottom-up planning by local government authorities but in practice the rule of the game is still top-down.

### 4.3 The government supports on political decentralization

In assessing the extent to which the central government support political decentralization the questionnaire response indicated that the support is very minimal as only 20 (23%) respondents acknowledged the government support while 68 (77%) respondents were dissatisfied with the government supports (see figure 4.8).

**Figure 4.8 Government support on political decentralization**



**Source: Field data. 2017**

However, the interview findings didn't share this view as majority of the interview respondents acknowledged the government to local government. For example, during the interview municipal director declared that;

*The government support is impressive. We actually get supports from different government agencies including the regional consultative committee which serves as an advisory committee for the local government. The additional support is provided directly from the*

*sector line ministries, PO-RALG, ministry of finance and inspectorate institutions like the audit general.*

The findings imply that the political will of the central government is lacking in ensuring that the process is successfully implemented. The findings are in line with study conducted in Zimbabwe by Sibanda (2013) who commented that the constitution amendment (No.20) Act (2013) failed to meet insufficiently the hope of the public. The study argues that, the provisions for devolution in the constitution are inconsequential and betray a lack of political will by the government to transfer authority and resources to grassroots levels.

#### ***Legal support***

This section examined the legal framework which defines the relationship between the central government and the local government authorities in Tanzania. The findings of the study have indicated that, to some extent the central government has managed to enhance local government through the system of laws and policies. According to the head of department of legal affairs (when interviewed):

*Generally, to some extent the government has managed to safeguard the functions of the local government authorities through the system of laws including the national constitution and parliamentary Acts. But the problem is that, these laws have vested much power to the minister responsible for local governments*

On the other hand, the municipal director during the interview provided a brief explanation in relation to the legal support of the central government. The director commented that, the central government is very supportive in terms of legal framework. For example the local government authorities are incorporated (recognized) in the national constitution in Article 145. Also, article 145 of the national constitution confers its power to the parliament to enact a law elaborating the procedure for establishing LGAs as well as spelling out their structure and

composition, sources of revenue and procedure for the conduct of their business while, Article 146 stipulates the functions of local government.

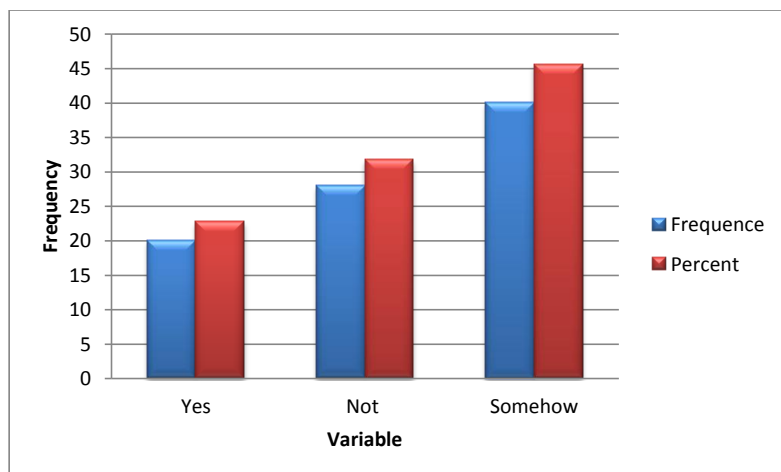
The other important legislation according to the municipal director includes: the local government (District Authorities) Act 1982, the local government (Urban Authorities) Act 1982, the local finance Act 1982, the urban authority (Rating) Act 1983, the local authorities Election Act 1979 and the Regional Administration Act 1997; the Local Government Service Act (No. 10 of 1982) as amended by Act No. six of 1999, to provide for decentralized human resource management, the policy paper on local government reform and the Local Government Reform Programme I and II.

The municipal director's explanation is line with those found in the Regional Administration Act No 19 (1997) which asserts that, the ministries shall have the duty of providing LGAs with guidelines for the implementation of national policies.

#### ***Fiscal or financial support***

Another concern of the government is the devolution of fiscal powers to local government through introducing equitable and transparent sources of revenues and capital development grants from central to LGAs. The other one is providing discretionary financial powers to local government authorities to collect appropriate local revenues (URT, 1998). In assessing the fiscal or financial support of the central government the questionnaire respondents were asked whether the central government ensures that the local government has adequate financial resources; henceforth 20 (22.7%) respondents said YES, 28 (31.8%) said NO, while 40 (45.5%) respondents opted for somehow (see figure 4.9). This implies that, the central government does not fulfill its obligation as required by the policy paper and other laws. This may be due to either budgetary constraints or political will.

**Figure 4.9 Financial support**



**Source: Field data, 2017**

The documentary review indicated that the bulk of funds that the local governments receive and spend are fiscal transfers from the central government, most of which is earmarked for specific purposes. Even the Local Government Capital Development Grants (LGCDG), which was specifically designed to provide non-earmarked development funding, is largely spent on projects priorities by the central government.

Moreover, the head of department of planning and economic affairs during the interview claimed that;

*Some existing laws, guidelines, regulations, circulars issued by the central government hinder the local government authorities' initiatives in revenue enhancement. Also, emphasized that, the central government has taken all sources of revenue which are giant and simple to collect and leave to local government authorities sources which are marginal and hard to collect.*

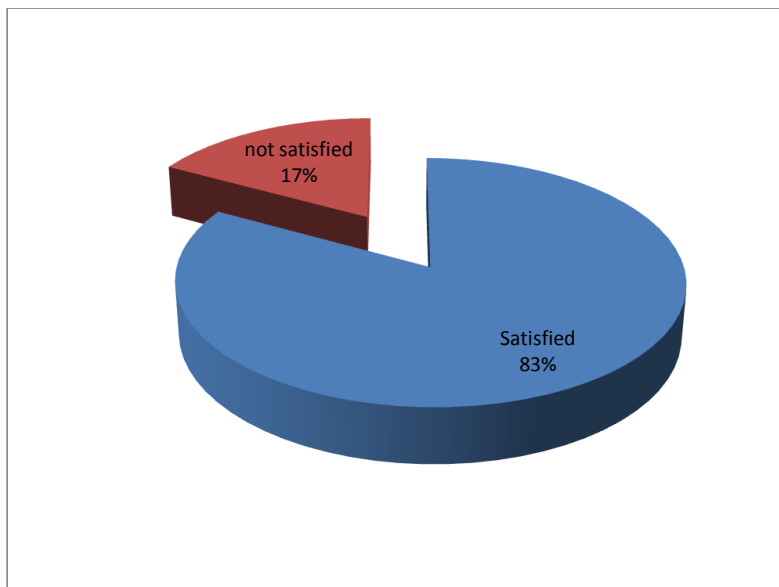
One of the interviews, the municipal director added that,

*The funds that are easily released by central government are salary for its workers but the development grants we have a great challenge. Only less than 40% of our budget for the development projects is being released by the central government. The municipal director went on by saying that, even the little that has been collected by the municipal council is being taken back by central government; this tendency actually makes our development projects delay being implemented and others being abandoned.*

#### ***Administrative support***

The fundamental concern of administrative support to local government is to achieve a more sustainable and people centered development at the local level (UTR, 1998). Thus the researcher investigated the level of administrative support to local government. The findings from questionnaire respondents revealed that administrative support to local government is impressive as 73 (83%) respondents acknowledged the government support on local government personnel and capacity building while 15 (17%) are not satisfied (see figure 4.10). The results corresponds to that of Kim et al (2015) following the study conducted on comprehensive analysis of decentralization in east Africa, who commented that in general the region has had the most success in decentralizing administrative functions to local government.

**Figure 4.10 Administrative support**



**Source: Field data, 2017**

However, the findings from documentary review revealed that, instead of supporting the local government, the central government is undermining the autonomy of the local governments. This was acknowledged by the municipal director during the interview who commented that:

*Generally the central government is very supportive to local governments in terms of personnel, training and capacity building, salaries to local staff and laws and circulars relating to the conduct of local government affairs. But this also has a negative impact because instead of supporting, the local governments are controlled by the central government contrary to the objective of the local government reform programme which intended to establish an intergovernmental relation between central and local government. As part of administrative autonomy, the local governments need a minimum set*

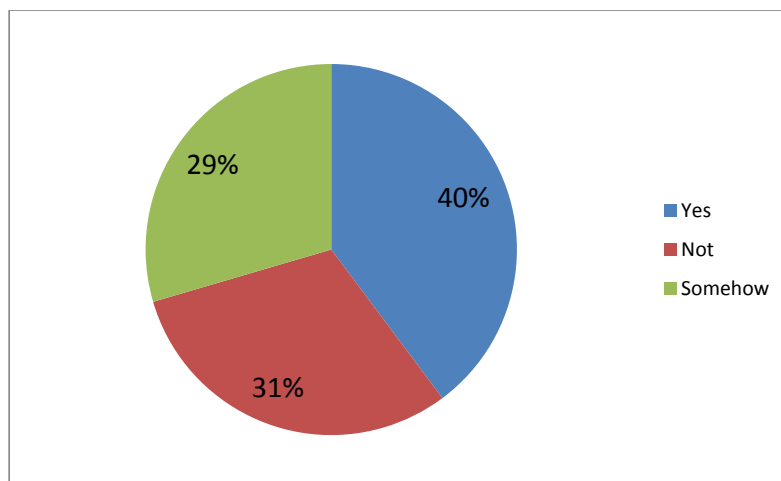
*of powers and capacities to initiate regulatory legislation on issues affecting their areas of jurisdiction. They need the authority to prove and issue generally binding laws on public matters subject to the national laws.*

This view corresponds to that provided by Msami and Tidemand (2010) who revealed that, despite the positive results of administrative support, the LGAs control over local staff is limited as the results of dual level of authority which allowed central government to overrule local government in terms of staff allocation and management should it choose to do so.

#### ***Political support***

The study examined the political support of the government by examining the genuine transfer of power from higher to lower levels of the government. The findings from the questionnaire respondents indicate that, 35 (39.8%) respondents acknowledged the transfer of power to local government, 27 (30.7%) said NO and 26 (29.5%) opted for somehow the central government has managed to devolve its power to the local authorities (see figure 4.11). Indeed a breakdown of the results shows that there is discrepancy among people on how they see the willingness of the central government to devolve full power and authority to the local authorities.

**Figure 4.11 Political supports to local government**



Source; Field data, 2017

The findings implies that although people acknowledge the wish and willingness of the central government to devolve power to local community so as to enhance decision making process especially on matters affecting their livelihood but they have not satisfied so long as the key issues are still retained at the top (central government). This comment is line with the research conducted by Eriksen (1999) who asserted that, to a large extent the decision making process in Tanzania is controlled by representatives of the central government and leaving local elected councilors with little influence.

One of the WEO when interviewed commented that:

*Of course the government has managed to devolve its authority to local level but much power has been retained at the top". This was also shared by the municipal director during the interview who commented that, "currently the situation has improved as we have much power than before the launching of the Local Government*

*Reform Programme and we are being recognized and trusted in making some of the decisions concerning our affairs, but there are some of the ministries still hesitate to devolve their power for example the ministry of land.*

The municipal director went further by saying that; *“but the big problem is the awareness of the local residents which is still too low, thus the local residents should be facilitated in terms of education so as the rhythm of political devolution could be realized.*

#### **4.4 Contribution of political decentralization**

The third objective of the study was to identify the contributions of political decentralization on decision making process in the case study. The important issues dealt with in this section include assessing the level of transparency, accountability, participation, and the practice of rule of law and free and fair election. Generally, this section addressed the issue of good governance as the major contribution of political decentralization to a devolved political system.

##### ***Participation***

The researcher examined the level of participation as one among the contribution of political decentralization in a devolved government. The questionnaire responses by the local residents indicated that the local citizens were not effectively involved in the local decision making process and the process didn't effectively take into account all groups of the people in the community. The distribution of responses were as indicated in (table 4.5) about 35 (40%) agree that local citizens were effectively involved in local decision making process, 7 (8%) strongly agree, 42 (48%) disagree, 2 (2%) neutral, and 2 (2%) respondents opted for strongly disagree.

**Table 4.5: Contribution of political decentralization**

<b>Variable</b>	<b>Frequency</b>	<b>Percentage (%)</b>
Strongly agree	7	8
Agree	35	40
Neutral	2	2
Disagree	42	48
Strongly disagree	2	2
<b>Total</b>	<b>88</b>	<b>100</b>

Source: Field data, 2017

However, the interview findings didn't share this view as majority of the interview respondents were in the view that the local residents are effectively participating in decision making process. For example, during the interview one ward councilor declared that; *“in our decision making process the local residents are informed and invited either directly to give their views or sent their representatives. Our role in such meetings is to facilitate and insure that people have equal chances to speak”*.

This view was shared by the municipal director during the interview who commented that:

*In decision making process we normally make sure that the local residents are effectively involved in different ways. The participation of local residents in decision making can be either directly or indirectly through their representatives. But the most and effective way that we normally use in making important decisions is consensus meetings whereby participants are given a thorough exploration of the issue under discussion. Actually, this allows the participants to understand the issue adequately, enabling them to make relevant comments for decision makers to attend to. At the end of the meeting, the participants write a report and stating clearly their position and recommendations on the issue and present it to the authority of the council.*

### ***The level of transparency***

The researcher examined the level of transparency in the execution of business at the municipal council as one among the benefits of political decentralization. In assessing the level of transparency the questionnaire respondents were asked to identify the means of communication used by the council to inform the public on import issues. The findings indicated that 38 (43%) respondents said through notice board, 26 (29%) mass media, 8 (9%) public servants, 12 (14%) advertisement truck and 4 (5%) opted for other means of communication like the public especially those who heard or read the information (see table 4.6). The findings imply that, the coverage of the information is minimal because the means of communication used most cannot be accessible to a large number of people. The advantage is to those who visit the council notice board.

**Table 4.6: The level of transparency**

<b>Variable</b>	<b>Frequency</b>	<b>Percentage (%)</b>
Notice board	38	43
Mass media	26	29
Public servants	8	9
Advertisement trucks	12	14
Other means	4	5
<b>Total</b>	<b>88</b>	<b>100</b>

Source: Field data, 2017

The findings from the interview respondents were almost on the same views. For example, one of the head of department at the municipal council during interview commented that:

*Actually the public is informed for almost all important issues happening at the council. We have the public relation office/department which is responsible for coordinating the activity. The office uses various means of communication in making sure that the public is effectively informed. The most used means of*

*communication include notice board, mass media, the council website ([www.tmc.go.tz](http://www.tmc.go.tz)), and suggestion box and sometimes we hire advertisement car especially during emergency such as eruption of communicable diseases*

Moreover, the municipal council of Temeke municipal council also claimed that:

*We are trying to exercise openness in the transaction of our business at the council. For example the funds that we receive from the central government for financing different development projects are displayed in the council notice board. Also, I have timetable for attending to the public complaints whereby from Monday to Thursday is reserved for the public and Friday is for municipal staff.*

Actually, the study revealed that transparency in Temeke municipal council is constrained, by the fact that the venues for the arranged meetings are small and not accessible to a large number of people. The council uses closed boardrooms and halls around the municipal council. The physical structures that are open and accessible to the local community are not being used. Also the study found that, meetings are scheduled on a monthly basis but they are not publicly posted, announced and made open to the public.

Apart from the means of communication the study also investigated financial audit in the council. The study revealed that, the council acknowledge audit as a critical and important parameter for fiscal transparency but it is not well and frequently done at the council. The interview findings indicate that, auditing is conducted as per demand of central government especially through the Local Authorities Accounts Committee (LAAC) and the Audit General Office. This implies that auditing to local government authorities is not their priority. This actually exposes local government authorities into a good environment for fiscal mismanagement, fraud, corruption and other kind of impunities. During the interview with one senior staff at the council who would like to remain anonymous claimed that “*the lack of financial auditing has*

*indeed prompted impropriety and unaccounted funds diversion and personal misuse*". Moreover, the study revealed that most of the council officers cannot remember when the last audit was conducted.

### **Accountability**

Furthermore, the researcher assessed the level of accountability of local government officials to the community as one among the advantage of political decentralization. The findings from questionnaire respondents indicated that 53 (60%) respondents acknowledged that the local community to some extent they can hold their local staff accountable while 35 (40%) said it is not possible. The municipal director during the interview declared that; *"the issue of accountability is possible only to local government bureaucrats but is very difficult to politicians (councilors) as they are highly protected. The only way possible for the councilors to be held accountable is through election"*.

The head of department of legal affairs also shared the following during the interview; *"nowadays things have changed as the councilors are having much power on the local government staff. Up to now a total of three council staff has been suspended from work by the full council for different allegations"*. The findings imply that, accountability of local staff to the public is exercised through local representatives (the full council).

### **Free and fair local elections**

In examining the free and fair local election as one among the contribution of the devolved government the questionnaire respondents were required to rank their answers using the Likert scale. The findings indicated that 7 (8%) respondents strongly agreed that there are free and fair local elections, 42 (48%) respondents agreed, 4 (5%) respondents were neutral, 32 (36%) disagreed with the existence of free and fair local elections and 3 (3%) strongly disagreed (see table 4.7). The breakdown of results implies that the conduct of local elections in terms of free and fair is still questionable.

**Table 4.7: Free and fair local election**

<b>Variable</b>	<b>Frequency</b>	<b>Percentage</b>
Strongly agree	7	8
Agree	42	48
Neutral	4	5
Disagree	32	36
Strongly disagree	3	3
<b>Total</b>	<b>88</b>	<b>100</b>

Field data, 2017

The interview findings also depicted the same for example during the interview one ward executive officer reported that:

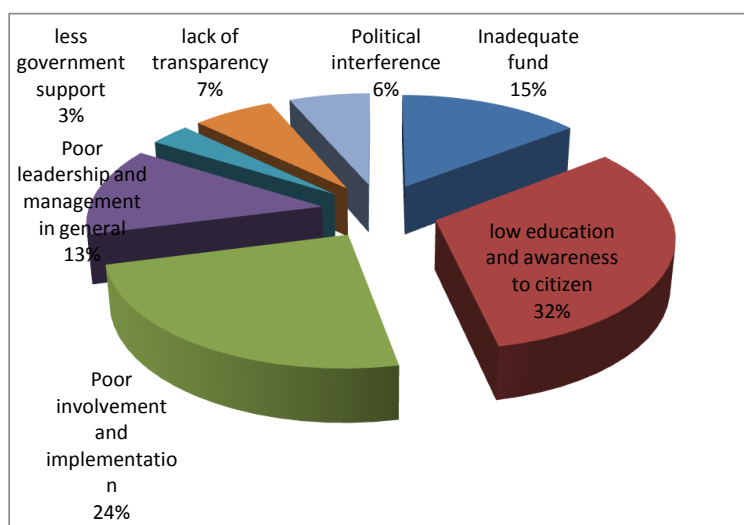
*It is difficult to have a full free and fair local election because the ruling party almost dominates the whole process. The local elections are supervised by the council directors who are also the appointees of the president; under this circumstance it is difficult to have a free and fair election. Unless we establish an independent electoral organ the free and fair election cannot be realized.*

This was also revealed by Hyden (2005) following the study conducted on African elections who commented that once in power; the ruling party tends to increase their dominance by expanding patronage networks, and do not often suffer diminishing electoral returns from poor governing performance. The ruling party's long tenure and general popularity also makes the competition difficult despite a fairly organized and enduring opposition parties.

#### 4.5 Factors hindering decision making process

The fourth research objective required the respondents to list the constraints that they normally encounter when making decisions in their area of jurisdiction. The following are mostly mentioned and listed factors in both interview and questionnaire findings. The responses from the respondents supplied questionnaires were as follows: poor involvement and implementation 21 (24%), low education and awareness to citizens 28 (32%), inadequate funds 13 (15%), poor government support 3 (3%), lack of transparency 7 (6%), political interference 6 (6%) and poor leadership and management in general 11 (13%). The following figure indicates the distribution of response:

**Figure 4.12 Factors hindering decision making process in Temeke Municipal Council**



Source; Field data, 2017

During the interview the Municipal Director insisted that, the local governments in Tanzania suffer a lot from financial deficit:

*Indeed funding of the local government projects is a big problem, the local governments have no reliable source of funds to finance their budget instead we depend on the grants from the central government. But the development grants that we receive from the central government are not enough, delayed being released and worse enough are ear-marked.*

The importance of funding of the local government was insisted by Wagna (2012), following the research conducted in Kenya: there is a positive relationship between financial and political decentralization and the service delivery in the local governments in Kenya. One, of the important practical implications of the results is that, in order to improved service delivery in a local government, there is a need to enhance political decentralization and financial decentralization.

Thus the central government should increase funding to the devolved organs so as to improve service delivery.

On the side of political interference as one among the factors hindering decision making process, one head of department at the Municipal Council insisted that:

*The politicians have a big room to influence the decision at the Municipal Council and in most cases they twist in their favour so as they can get be re-elected. Thus most of the decisions reached at the Municipal Council are in the favour of politicians and not the community as the whole.*

This view is shared by Mukandala (1998) following the research which focused on whether the structure of the local government was conducive enough for the promotion of community participation in decision making. The study found that the structures indeed could hardly promote accountability because they were the product

and the instruments of the ruling party. Thus, the lowest level organs of decision making like the village councils were loyal to the party leaders rather than to the local people.

The same kind of argument was provided by Kim et al. (2015) following the research conducted in Kenya who showed that the existence of polarized political culture and lack of effective engagement between officials and the public presents a significant challenge to these new opportunities. Power struggles and lack of understanding of the newly devolved system results in insufficient citizen's participation in the county decision making. The ideals of Kenyans devolution have not yet caught up with existing polarized mindsets. The resource allocation and decision making process is always affected by political interests.

Furthermore, Kim et al. (2015) commented that, although Tanzania has attempted to devolve power to local authorities, the central government sometimes curtails local decision making. The central appointee's continue to exercise undue influence in even minor decisions made by local government authorities. For example the District Commissioner through the district consultative committee, has been given power to scrutinize council budgets and plans before they are tabled. Also the ministries responsible for local government can revise the approved budgets and plans of the council. Furthermore, the ruling party dominates the decision making in local government. Half of all the local government authorities have no opposition members and the CCM holds a majority in most of the local government authorities.

The other factor that has mostly mentioned by those who were interviewed is low education and awareness to citizens. One of the Ward Executive Officer insisted that:

*Frankly speaking much power is needed to be done on civic education, the local residents do not real know their roles and see these offices as only the place where they can settle disputes and obtain the recommendation letters for bailing their relatives when they have been arrested for different reasons.*

This factor was also revealed by Mollel (2010), who indicated that, the community members of the local communities see the bottom-up planning as the government process to collect local information for the sake of central government, instead of the instrument to develop the community. Therefore, the participation of the local community in bottom-up planning process is like to not involving: participating in the process of planning does not really change anything.

Also the same factor was detected by Kamunyoge (2008) following the research conducted in Mbarali District council, who commented that, lack of awareness of the important of the village meetings and the lack of village by laws were the major causes for poor community participation in decision making.

This study has revealed limited autonomy and authority of the local governments. According to the European charter of local self government, powers given to devolved political system shall actually be full and exclusive. They may not be undermined or limited by another, central or regional, authority except as provided for by the law. However, the limited power of the devolved organs in Tanzania is in the mechanisms used in hiring and disciplining the local government staff (Ngware and Haule, 1993). All these powers are vested in the local government service commission, which is the appointing and disciplinary authority. As argued by Ngware and Haule (1993) this organ is not connected to the local authorities because the local authorities' employees are subject to the control of Council Directors who are appointed by the president. Generally, the devolved systems must have the unregulated power to serve the local community rather than act as agents for the central government.

During the interview, the head of department at the Municipal Council commented that, *“indeed the autonomy of the local government is questionable as the line minister and sector-ministries have much power over the local governments. This view is also shared by Mollel (2010) who indicated that, the local governments in Tanzania have no autonomy by citing an example of the policy of construction of a dispensary in every village and a secondary school in each ward. This policy was*

actually the implementation of the CCM election manifesto of 2005. Although the aim might be seen useful as citizens would wish to be closer to the point of service delivery, the method used was basically a contradiction of the philosophy of political decentralization. Generally, the implementation of the elections promises was a top-down policy that violates the principle that the needs and demands have to be identified by the local people. This implies that, the legal framework provides Local Government Authorities with the power to make decisions as autonomous entities but in reality the decision still emanates from the central government.

## **CHAPTER FIVE**

### **SUMMARY, CONCLUSION AND RECOMMENDATIONS**

#### **5.0 Introduction**

This chapter presents a summary of the study, conclusion of the study and recommendations.

#### **5.1 Summary of the study**

The study focused on investigating the contribution of political decentralization on decision making process with the experiences from Temeke Municipal Council. The study was guided by the following research objectives;

- i. To examine the decision making process
- ii. To extent to which the government support or enhance political decentralization
- iii. To identify contributions of political decentralization and
- iv. To identify factors hindering decision making process in Temeke Municipal Council.

The research objectives were accompanied by the following research questions:

- i. What is the decision making process at Temeke Municipal Council?
- ii. To what extent the government supports or enhances political decentralization?
- iii. What are the contributions of political decentralization?
- iv. What are the factors hindering decision making process at Temeke Municipal Council?

The study employed a case study design to address the above research objectives, whereby questionnaires and interviews were used to collect data from among 99 respondents. The study used documentary review to obtain secondary data on political decentralization and decision making process. The sample was drawn using purposive and simple random sampling methods.

The data collected were analysed using statistical techniques namely; SPSS and Excel for the quantitative data which have then been presented using percentage and frequency distribution. On the other hand, the qualitative data were analysed using content analysis whereby the researcher edited and arranged the pattern of information into themes. From the analysis of the data collected the following are the findings of the research:

First, with regards to the process of decision making the study revealed that, there is little adherence to the laid down process of decision making due to different factors including shortage of funds to summon the meetings, low education and awareness among the local residents on the importance of participating in decision making process and poor attendance of the local residents in the meetings.

With respect to the second research objective, the study found that there is little or moderate government supports. This implies that, although the central government devolves some power and authority to local government still some important issues and areas are coordinated by central government.

Regarding the third study objective the data presented in this report entails that, some governance indicators have significantly improved following the implementation of political decentralization. For example, there is evidence of increased electoral and civic participation, access to information, and trust of LGAs. The fiscal accountability of LGAs also appears to have improved, so does the participation of women and young people.

In the fourth research objective, the study found that there are number factors or challenges hindering decision making process at Temeke Municipal Council such as, political will, low level of education and awareness to local residents, political interference, poor government supports and inadequate funds.

## **5.2 Conclusions**

Based on the findings for every research objectives presented, analysed and discussed in this report, it can be concluded that, even though the devolved political system have been seen as important vehicle for establishing the voice of local people through locally elected bodies but the current legal framework is far from being complete. The study found that the Municipal Council has good policies that advocate citizen's participation in decision making process but they are poorly administered and implemented. Actually the decision making at the Municipal Council takes a top-down approach whereby the decision reached are not purely from the grass root level but the local residents are simply told what to do by their leaders. Thus, following the theory of the Ladder of participation proposed by Arnstein (1969) such kind of citizen participation falls under the category of Tokenism whereby the people are allowed to hear and advice but they lack the power for their views to be incorporated in, because the power holders retain the right to decide.

Indeed, there are factors that influence community participation in the decision making process including integration of citizens to the planning process and focused on its unique needs, designed to function within the available resources of time, personnel and finance. However, the most successful citizen's participation process should contain some common articulated goals and objectives, political support, integrated decision making structures and enough funding.

Despite the importance of political decentralization being the base for making the government closer to the citizens and empower them to decide their fate, support from upper administrative bodies are highly needed.

## **5.3 Recommendations**

Basing on the findings of the study which are presented in this report, the following recommendations are therefore provided:

Firstly, the central government should protect the roles and duties of the devolved political system through the system of laws. Without the protection of the roles and duties of the devolved political system through the system of laws, political

decentralization can become more complicated with both central and local government taking responsibility for the same service as it is now, leading to great confusion and weakening service delivery at the grassroots levels. One effective way to define the roles of the central and local government is to outline a detailed system of political decentralization within the national constitution. Moreover, laws governing LGAs need to be reviewed and amended because they are spread to several pieces of legislation. At times, these are confusing and overlap or conflict with sector legislation.

Secondly, the study found that there is a great difference between policy theories and practices. Such differences has led to little government autonomy and poor empowerment of the local people. Thus, in order to bridge the gap the local people should be given opportunities to make their own choices without the influence from either the central government or the municipal council. Therefore, the local residents should be encouraged, allowed and mobilized to identify their local needs and develop a local strategy to address them.

Thirdly, the central government is required to establish effective laws for revenue collection in order to ensure that local governments have autonomy over financial resources. Also, the central government should provide strong support in developing the systems for revenue collection in the local governments.

Fourthly, improvement of civic education on political decentralization and decision making process. This is very important because the study found that low awareness of local people is the great setback for the policy to achieve its intended objectives because other programmes demand participatory planning. The government in collaboration with civil society organizations should make sure that classes are provided/ offered where they are highly needed. CSOs are required to provide these things continuously, not only when elections are closer. In most cases, the classes on civic education seem to be ineffective and are used as political events when they are provided shortly before elections. Therefore, the support on civic education should be a regular and ongoing activity in the country.

#### **5.4 Areas for further Research**

The researcher strongly suggest that a further detailed study on political decentralization and decision making process should be undertaken in other areas so as to make a comparative study and come up with overall recommendations for better citizens participation in decision making process. This study covered only one municipal council (Temeke Municipal Council) which may differ from other municipality/districts in Tanzania.

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## APPENDICES

### APPENDIX.1: QUESTIONNAIRE FOR LOCAL RESIDENTS

I am MATATIZO Y. LUKUWI a student at MZUMBE UNIVERSITY pursuing Masters of Public Administration (MPA). The purpose of this questionnaire is to get a better understanding of political decentralization and decision making process; the results of this questionnaire will help to suggest ways to improve the power and functioning of local governments in relation to decision making process. Therefore your genuine and frank answers are highly needed. To secure frank answers the completed questionnaires will be treated as confidential and will be used for the purpose of this study only. Your response will remain confidential and anonymous, so please respond honestly.

1. Indicate your ward / mtaa.....
2. Gender: (a) male ( )  
(b) Female ( )
3. What is your level of education: please tick in the appropriate box:  
(a) None.....  
(b) Primary education.....  
(c) Secondary education.....  
(D) Certificate.....  
(e) Diploma.....  
(f) University level.....  
(g) Others; specify.....
4. Do people in your ward / mtaa participate in making decision;  
(a) YES.....  
(b) NO.....  
(c) Sometimes.....

5. Does your councilor / mtaa chairman convince people to attend local meetings?
  - (a) Yes.....
  - (b) No.....
  - (c) Sometimes.....
  
6. How often do you attend local public meetings?
  - (a) Often.....
  - (b) Not often.....
  - (c) I don't attend.....
  
7. To what extent does people turn up in the ward / mtaa planning process
  - (a) Attend.....?
  - (b) Not attend.....
  - (c) Sometimes.....
  
8. Have you ever involved in preparing the development plan for your street / mtaa?
  - (a) Yes.....
  - (b) No.....
  
9. If yes, in preparation of the development plan/project did the street residents meet to discuss, set priorities and prepare plan?
  - (a) Yes.....
  - (b) NO.....
  - (c) Don't know.....
  
10. If No, who makes decision on behalf of local residents?
  - (a) Street chairperson....
  - (b) Street executive officer.....
  - (c) Councilor.....
  - (d) Ward Development Committee (WDC).....
  - (e) Others (specify).....

11. Did the street meet to approve the mtaa development plan/project?

- (a) Yes.....
- (b) No.....
- (c) Don't know.....

12. Are the plans taken to the Ward Development Committee for approval?

- (a) Yes.....
- (b) No.....
- (c) Don't know.....

13. Do you know the decision making organs available in your council? Can you mention them with their composition?

14. Mention the decision making organs available in you council

15. Are local elections free and fair? (Put a tick in appropriate box)

- a. Strongly agree ( )
- b. Agree ( )
- c. Neutral ( )
- d. Disagree ( )
- e. Strongly disagree ( )

16. Which means of communication is used most in communicating issues in your council (put a tick)?

- a. Notice board ( )
- b. Mass media ( )
- c. Public servants ( )
- d. Advertisement trucks ( )
- e. Other means (specify)

17. Does the central government devolve the full power and authority to local government in making decision concerning their own affairs:
- (a) Yes.....?
  - (b) No.....
  - (c) Somehow.....
18. Does the central government ensure that the local government has adequate financial resources?
- (a) Yes.....
  - (b) No.....
  - (c) Somehow.....
19. Is there anything regarding development projects the central government performed directly without involving the public (community)?
- (a) Yes.....
  - (b) No.....
  - (c) Sometimes.....
20. Is there any support from the central government to address the catastrophes/disasters arising at the local level?
- (a) Yes.....
  - (b) No.....
  - (c) Somehow.....
21. Are there any factors that hinder decision making process (a) yes..... No..... if the answer is yes, can you mention them (mention as many as you can)

**Thank you for your cooperation**

**APPENDIX. II: INTERVIEW GUIDE FOR MEMBERS OF MANAGEMENT,  
COUNCILORS, WARD AND MTAAs EXECUTIVE OFFICERS**

1. Gender.....
2. Marital status.....
3. Level of education.....
4. Do you know about decentralization by devolution?
5. What are your comments on decentralization by devolution policy?
6. Can you mention the decision making organs available in your municipality with their composition?
7. According to the local government structure do you think that local communities can be able to make their leaders accountable?
8. Is there any guideline or policy that advocates public involvement in decision making?
9. Is the public being involved in accordance with the demand of the available policy or guideline?
10. How often has the public ever been involved in any local government authority decisions?
11. What are your experiences regarding participation of people in the implementation of activities related to development identified through word / Mtaa planning process and those imposed from above?
12. What is the attitude of the public on local government authorities towards promotion of public involvement in decision making?
13. Is the public satisfied with the manner in which they are being involved in decision making process?
14. Does the central government devolve the full power and authority to local government in making decision concerning their own affairs?
15. Does the central government ensure that the local government has adequate financial resources?
16. Are there any challenges do you encounter in accessing support from the central government?
17. What do you think can be the factors that hinder decision making at your municipality.....

### APPENDIX.III: DODOSO KWAAJILI YA UTAFITI

#### Utambulisho

Jina langu naitwa ndugu MATATIZO LUKUWI kutoka Chuo Kikuu Mzumbe, nafanya utafiti juu ya UGATUZI WA MADARAKA NA MCHAKATO WA UFANYAJI WA MAAMUZI KATIKA MANISPAA YA TEMEKE. Tafadhali nakuomba ushiriki katika utafiti huu muhimu utaowezesha kupata picha halisi ya ugatuzi wa madaraka na namna bora ya kufanikisha mchakato wa maamuzi kwa manufaa ya wananchi wote. Nitafurahi endapo utakuwa tayari kushiriki katika utafiti huu kwa kujibu maswali machache yafuatayo.

1. Mtaa unao kaa.....
2. Jinsia yako (a) me..... (b) ke.....
3. Umri wako: weka alama ya vema pahala sahihi
  - (a) miaka 18-25 .....
  - (b) miaka 25-35 .....
  - (c) miaka 35-45 .....
  - (d) miaka 45 na zaidi .....
4. Kiwango chako cha elimu
  - (a) hakuna
  - (b) elimu ya msingi
  - (c) elimu ya sekondari
  - (d) cheti
  - (e) stashahada (diploma)
  - (f) shahada
  - (g) nyingine (taja).....
5. Je, wakazi wa mtaa / kata yako huwa wanashiriki au kushilikishwa katika utoaji wa maamuzi ya mipango ya maendeleo?
  - (a) ndio
  - (b) hapana
  - (c) sijui

6. Je, huwa diwani au mwenyekiti wa serikali ya mtaa hushawishi watu kuhudhulia mikutano ya utoaji wa maamuzi ya mipango ya maendeleo?
- (a) ndio
- (b) hapana
- (c) mara chache
7. Je, ni mara ngapi huwa unahudhuria mikutano ya hadhara katika eneo lako
- (a) mara nyingi
- (b) mara chache
- (c) sihudhulii
8. Umewahi kushiriki katika kuandaa mpango wa maendeleo katika eneo lako?
- (a) ndio
- (b) hapana
9. Kama jibu ni ndio, je katika maandalizi ya mpango wa maendeleo huwa wakazi wa mtaa hukutana kujadili, kupanga vipao mbele, na kuandaa mpango?
- (a) ndio
- (b) hapana
- (c) sijui
10. Kama jibu ni hapana, nani hufanya maamuzi kwaniaba ya wakazi wa eneo lako?
- (a) mwenyekiti wa serikali ya mtaa
- (b) afisa wa serikali ya mtaa
- (c) diwani
- (d) kamati ya maendeleo ya kata
- (e) wengine (taja).....
11. Je, huwa wa kazi wa mtaa hukutana kupitisha mpango wa maendeleo wa mtaa?
- (a) ndio
- (b) hapana
- (c) sijui
12. Je, huwa mpango wa maendeleo wa mtaa hupelekwa kwenye kamati ya maendeleo ya kata ilikupitishwa?
- (a) ndio
- (b) hapana
- (c) sijui

13. Je wajua vyombo vya utoaji wa maamuzi vilivyopo katika halmashauri yako na muundo wake? (vitaje)

14. Je ni njia gani ya mawasiliano inayotumika zaidi katika kupashana habari katika halmashauri yako? (weka alama ya vema)

- a. Mbao za matangazo
- b. Vyombo vya habari
- c. Watumishi wa umma
- d. Magari ya matangazo
- e. Njia nyingine (ainisha).....

15. Je halmashauri inahakikisha kuwa chaguzi za serikali za mitaa zinakuwa huru na haki? (weka alama ya vema)

- a. Nakubaliana sana
- b. Nakubali
- c. Sina uhakika
- d. Sikubali
- e. Sikubaliani kabisa

16. Je huwa serikali kuu hutoa mamlaka yote kwa serikali ya mitaa katika kufanya maamuzi inayoihusu?

(a) ndio

(b) hapana

(c) sijui

17. Je huwa serikali kuu huhakikisha kuwa serikali ya mitaa inafedha za kutosha ili kutekeleza mipango yake ya maendeleo?

(a) ndio

(b) hapana

(c) sijui

18. Je kuna mapango wowote wa maendeleo ambao serikali kuu imeutekeleza moja kwa moja pasipo kuhusisha wananchi wa eneo husika?

(a) ndio

(b) hapana

(c) sijui

19. Je kuna vikwazo vyovyote mnavyo kutana navyo katika mchakato wa kufanya maamuzi ya mipango ya maendeleo?

(a) ndio

(b) hapana

Kama jibu ni ndio (taja vingi uwezavyo)

.....  
**ASANTE KWA KUSHIRIKI**

#### APPENDIX.IV

##### The list of the interviewees and the date interview

S/N	Title/position	Date interview
1	Municipal director	23/02/2017
2	Mayor	24/02/2017
3	Head of department of planning and economic affairs	21/02/2017
4	Head of department of community development	21/02/2017
5	Elected councilor of kibondemaji	17/02/2017
6	WEO-Azimio ward	16/02/2017
7	WEO-Keko-Magurumbasi	13/02/2017
8	Mtaa excecutive officer- Mji Mpya	16/02/2017
9	Mtaa executive officer- Mbagala- Kskazini	12/02/2017
10	Mtaa executive officer- Kibonde Maji	17/02/2017
11	Mtaa executive officer- Keko- Magurumbasi	13/02/2017