

**THE RELATIONSHIP BETWEEN CENTRAL AND LOCAL
GOVERNMENT AND HOW IT AFFECTS RECRUITMENT OF
STAFF IN LGAs: A CASE STUDY OF KINONDONI MUNICIPAL
COUNCIL**

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**A Dissertation Submitted to the Dar es Salaam Campus College in Partial
Fulfillment of the Requirements for the Award of Master of Science in Human
Resource Management of Mzumbe University**

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CERTIFICATION

We, the undersigned, certify that we have read and hereby recommend for acceptance by the University of Mzumbe, a dissertation entitled; ***the relationship between local and central government in Tanzania particularly how it affects recruitment of staff in LGAs:*** A case of Kinondoni Municipal council fulfillment for the Master Degree in Human Management (MSc- HRM)

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The shortcomings that may arise from this dissertation excludes the above mentioned people, it is the researcher himself who is accountable.

DEDICATION

I dedicate this Research to my beloved husband; **Humphrey Ismael Mbise**, and My adorable Son **Leonard Humphrey Mbise**.

LIST OF ABBREVIATIONS

CD	Council Director
CRDB	Cooperative Rural Development Bank
DAS	District Administrative Secretary
DED	District Executive Director
FGD	Focus Group Discussion
GoT	Government of Tanzania
HoDs	Heads of Departments
HR	Human Resource
HRD	Human Resources Development
HRM	Human Resources Management
HRP	Human Resources Planning
ILFS	Integrated Labour Force Survey
LGAs	Local Government Authorities
LGRP	Local Government Reform Program
MRALG	Ministry of Regional Administration and Local Government
NGO	Non-Governmental Organization
OPRAS	Open Performance and Remedial Appraisal System
PA	Performance Appraisal
PE	Personal Emolument
PO-RALG	Prime Minister's Office Regional Administration and Local Government
RAS	Regional Administrative Secretary
SOPAM	School of Public Administration and Management
SPSS	Statistical Package for Social Science
URT	United Republic of Tanzania

ABSTRACT

This study examined the relationship between central and local government in Tanzania particularly how it affects recruitment of staff in LGAS in Kinondoni municipal council. Specifically, the study examined and identified the roles and position of Local Government Authorities (LGAs) in the recruitment function, how do councils (LGAs) implement in their roles in the recruitment function and the challenges encountered by Local Government Authorities (LGAs) in implementing their roles in the recruitment function. A qualitative research approach coupled with some elements of quantitative techniques was deployed in this research undertaking that made use of a case study design. The sample of this study included 100 participants. The necessary data were collected using questionnaires and interviews. Data were analyzed using percentages and frequency distribution tables and narrations.

Basing on the findings, the study concludes that LGA perform recruitment function in the respect manner as to the directive of central government like conducting orientation, promotion and considering retirement issues in the area of LGA jurisdiction. From the findings, it can be concluded that some components of the recruitment function are strongly performed by LGAs, other than advertising, short listing, selection and calling for interview for new employees the work which is done by Public Service Recruitment Secretariat (PSRS). The study concludes that many LGAs in Tanzania are encountered by lack of full autonomy, interference from the central government. Thus, the study recommends that the government should ensure that administrative autonomy should be fully exercised to the council as to the scenario of decentralization by devolution (D by D) aspect of giving full mandate to LGAs as one of full arm of the government in Tanzania. If not the case is minimal interference from central government to local councils must be observed. The contract of check and balance from each other between the central government and Local Government Authorities should be supportive, trustful and be more freedom to each other.

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CHAPTER ONE

INTRODUCTION

1.1 Background of the problem

As the word recruitment has become a thing of concern to many organizations in order to get a rightful candidate that can effectively fill the vacant position in the organizations due to the increase in competitions (Fadare, 2015). For an organization to survive requires competence based human resource. Acquiring and retaining high-quality talent is critical to an organization's success (Peterson, *et al*, 2016).

In Tanzania, the decentralization of recruitment and selection is stated in the policy paper of 1998 which aimed at delinking local government staff from their respective ministries and increasing the power of local councils to manage their local staff which includes recruiting their own personnel who are accountable to local council and compatible with local environment (URT, 1998). Historically, in Tanzania the institutions for carrying out recruitment and selection function of local staff have been changing from centralized to decentralized institutions. This alternation can be traced back from the time of independence when the government adopted centralized recruitment system through man power allocation committee which allocated graduates from universities and schools to different regions of the country (Shangali, 2009).

Contrary to the expectation, the centralized man power allocation committee did not deliver the expected results. Following its poor performance, in 1982 the recruitment function was shifted to local government service commission which was established in 1982 for the purpose of recruiting local civil servants (Munga et al. 2009). The Commission was responsible for the appointments, transfers, promotions, termination of appointments, dismissal and disciplinary control of personnel within local government office (URT, 1982).

Nevertheless, the actual reform was not until 1996 when the government adopted decentralization by devolution (D-D) which involved decentralization of recruitment and selection of local staff to local government in order to increase autonomy in managing their administrative personnel and accountability of local staff to local councils (URT, 1996).

In these reforms, the councils were expected to be empowered as the appointing authorities and employers for local government personnel. This power was also expected to be extended to employment of council's director and the departmental heads while conferring the power to recruit lower cadre staff to council director with the assistance of heads of departments (URT, 1998). Despite the recent reforms which introduced decentralization by devolution of recruitment of local personnel, the expected results have not been realized (Mulyasa, 2017).

The government is still in a state of dilemma and confusion. While some policies insist on decentralization, others insist on centralization. An example is local government reform program II which was introduced in 2009 with the objective of strengthening decentralization but some other government policies and laws such as the presidential establishment circular of 2006 and the amended Public Service Act of 2007 insisted on centralization. The move to centralization has been compounded by the establishment and empowerment of Public Service Recruitment Secretariat which is the central government agency to recruit local staff and shifting some responsibility of recruitment of local staff to the ministry of health and that of education (URT, 2007). Kaijage (2017) added that the advantage of administrative decentralization is that it will enable local government to recruit adequate staff with required competencies, capable of delivering qualitative and quantitative services within the area of jurisdiction.

According to the Nyalali Commission Report of (1992) also observed that Local Government Authorities faced with a lot of challenges in recruiting their own personnel and therefore recommended that Local Government Authorities be given

more freedom and autonomy for their proper functioning like recruiting the staffs and financial matters.

In this regard, one of the crucial drawbacks of decentralized local government may be in the human Resource Management (HRM) system of the local civil service (Henjewe, 2004). Because of the poorly designed HRM system, or problems in its implementation, the local civil service does not function as it was expected to.

Among a range of HRM practices, recruitment and selection is considered to be particularly significant, because it is in these areas that the power central organs commonly interferes.

It has been noted that LGAs are supposed to have, among other things, autonomy on human resource management issues- including recruitment, however to date this has never been realized. As a consequence the remote LGAs on the basis of still centralized recruitment functions may stay for sometimes until the vacant positions are filled. It is not at the will of the LGAs for the vacancies to be filled but all depend on the wishes of the central organs which control and manage recruitment functions for LGAs.

Whether the position in the LGAs will be filled, the LGAs, despite the provision of the policy paper and D by D, have limited discretion on this recruitment process. Before the D by D, LGAs were able to recruit their own staffs, conducting Human Resource Planning, advertise the vacant, screening and short listed the applicants, call for interview, conducting the orientation for successful candidates, conducting promotion, re categorization of jobs and until the retirement periods, From that background, it shows that the relationship between central and local government in Tanzania contradicts each other and it affects recruitment of staff in LGAs. LGAs are facing with a lot of challenges and this has led to most of the LGAs failures to get the competent personnel, thus this study intends to examine the relationship between central and local government on how it affects recruitment function in LGA taking Kinondoni Municipal Council as a point of study.

1.2 Statement to the problem

The Public Service Regulations of 2003 laid down the employment board as a legal body to deal with recruitment matters in LGAs. Decentralization of recruitment and later on the hybrid approach were introduced as a result of decentralization by devolution whereby the Central Government delegated powers to Local Government on decision making including powers to recruitment decisions. Councils were able to plan on the human resources needs and recruit them and therefore, have enough human resources to perform and accomplish council's objectives, primarily, service delivery. However, employment boards were criticized of being corrupt, no expertise on recruitment matters, favoritism as among the members was a councilors' representative.

These were argued to result into incompetency amongst employees' in Local Government Authorities which in the long run led to poor performance of local government authorities.

To overcome the criticisms made against the decentralization of recruitment and selection process in local government authorities, the government decided to adopt the centralization approach. The introduction of centralization of recruitment process to the local government authorities, however, as suggested by Shangali (2017) aimed at bringing uniformity in recruitment and selection procedures as organizations tend to have uniform recruitment and selection process and this therefore simplifies the performance of the local government authorities. Uisso (2015) is of the view that, under centralization there is no room for favoritism because the vacancies and or jobs are advertised and the applicants tend to apply for the advertised positions and the job advertised is put in one pool and the lucky ones are selected after the whole process of recruitment.

He further said that the applicants are in the position of a fair chance to be selected and or gain a job within the government as no influence from the top senior officials. Furthermore, central recruitment is done by knowledgeable and experienced personnel from the human resource department and therefore the selection is based

on the personal ability of the applicants and their qualifications with respects to the positions they apply for. This role which is of great importance played by centralized recruitment selection process is very crucial to the performance of the Local Government Authorities as where there is no favoritism and or nepotism during selection of candidates as it ensures transparency and openness of the Local Government Authorities and thus increases efficiency to the local government authorities.

The recruitment task was taken by independent recruitment institution or a central human resources office this was done under centralized recruitment approach. Therefore, the Public Service Recruitment Secretariat (PSRS) is the government agent for recruitment in the public service in Tanzania.

The centralized recruitment process intended to improve all activities related to selection and recruiting of an employee as opposed to the decentralized recruitment and selection process. The Recruitment Secretariat officially assumed its responsibilities in January, 2010 following the Amendment of the Public Service Act No. 18 of 2007.

The secretariat as the Public recruitment agency upon the receipt of recruitment permit, announces vacancy posts on behalf of employers, conducts interviews, selects qualified candidates and forwards them to employers for appointments.

Even though most of the Local Government Authorities in Tanzania have integrated centralized recruitment systems still most of the Local Government Authorities are continuing to underperform in due to inadequate number of staffs. With the experience from the decentralized recruitment system where there were accusations of it being corrupt and with nepotism as the top officials of the local government or the councilors influence the recruitment and selection process of the employment board, the researcher wants to fill the puzzles. This is by conducting a study in Kinondoni Municipal Council to examine the relationship between central and local government in Tanzania particularly how it affects recruitment of staff in LGAs.

1.3 Objective of the Study

1.3.1 General Objective

The general objective of this study is to examine the relationship between central and local government in Tanzania and how it affects recruitment of staff in LGAs.

1.3.2 Specific Objectives

More specifically, the study will be conducted to pursue the following objectives:

- i. To find out the institutional frameworks governing central - local relations in the recruitment of staff in LGAs
- ii. To examine the roles of central and Local Government Authorities (LGAs) in the recruitment function.
- iii. To examine the challenges faced with the current setup of central-local relations in recruitment of LGA staff at Kinondoni MC.

1.4. Research Questions:

In response to the above objectives, the study will sought to answer the following

- i. What are the institutional frameworks governing central - local relations in the recruitment of staff in LGAs?
- ii. What are the roles of central and Local Government Authorities (LGAs) in the recruitment function?
- iii. What are the challenges faced with the current setup of central-local relations in recruitment of LGA staff?

1.5 Significance of the Study

The study will be most important because the results of the study will help to improve recruitment and selection process to the performance of Local Government recruitment Authorities in Tanzania in particular Kinondoni Municipal Council. It will also enable policy makers to formulate favourable policies which save a lot of money and selection process and performance of LGAs give directions on recruitment.

Also, the findings from the study might help Local Government Authorities in Tanzania in a similar situation. In other words, the study will give the solution to the existing problems related to selection process and recruitment and performance of LGAs.

The findings will provide up-to date information for academics and the recruitment and selection this study provides the vital information that might be used as a basis for further research in issues based to selection process and recruitment and performance of LGAs in the country.

1.6 Scope of the Study

The study was conducted in Tanzania, specifically in Kinondoni Municipal Council access was the major factor for choosing this area of study.

1.7 Conclusion

The study is organized in five chapters such that the first one presents the context of the study. The second chapter indicates the literature review. The third chapter indicates the methodology of the study. The fourth chapter presents the results, analysis; the fifth chapter presents the discussion of the results. The last chapter presents the summary of the study, conclusion and the recommendations of the study.

CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

This chapter has been devoted to the literatures similar to the relationship between local government and central government in Tanzania particularly how it affects recruitment of staff in LGAs. The literature review will align as to what other scholars and researchers did on the same topic, in recruitment function about challenges facing LGAs as, experimentation and actual application of behavioral, substantial research which science concepts that focus on. The outcome analysis will enable policy makers, academicians, development partners, politicians and others take holders to improve human resource service delivery.

2.2 Definitions of key terms

2.2.1 Recruitment

According to (Kumari, 2012), recruitment is the process of searching for, reaching out, and attracting a large supply of individuals or a large group of interested applicants from which the organization can choose those it considers competent or suitable and most qualified for the job.

Studies have shown that the human resource is the most valuable asset in any organization (Adebayo, 2013; Ejiofor and Mbachu, 2013; Olowu and Adamolekun, 2016). The human factor is therefore fundamental to the achievement of organizational goals. As a result, the need to put in place appropriate strategy for employee recruitment of organizational workforce cannot be overemphasized.

2.2.1 Centralized recruitment

Chapman (2009) has defined centralized recruitment as activities where by employees are recruited and hired through an independent recruitment institution

such as Public Recruitment Secretariat (PSRS) for recruiting public servants in case of Tanzania or through a central human resource office.

2.2.2 Decentralized Human Resource Recruitment

This is part of what is known as Human Resource Autonomy whereby local government human resource is integrated to the local government from ministerial coordination, what's more, rebuilding nearby government organization. Neighborhood government will most likely enroll, composed in a route chosen by separate boards so as to improve administration conveyance.

The neighborhood government staffs are responsible to nearby chambers. Every chamber returns to its structure and capacities to protect that they mirror the necessities and conditions in the territory of its position.

2.3 Theoretical Literature Review

2.3.1 Principal Agent theory

In my research, based on Principal Agent Theory, principal will be Local Government Authority (LGA). So decision made by the agent (Public Service Recruitment Secretariat) affect the principal and it depend whether decision is good or bad the principal has no mandatory power to enforce the agent when the equilibrium aspects does not suit the principal. Conceptually, the interconnection effect can be depicted by the following conceptual modal that shows how the supportive ideas can result to positive outcomes and otherwise when it is negative fulfillment outcomes to the principal.

2.3.2 Implications of the Principal Agency Theory in relation to recruitment function in local government authority.

The central as an agent is empowered continuously to be responsive to the local government authority(principals) needs, that is, to recruit employees when scarcity do arise; in fact the government is never fair or neutral, it favors some categories of local government and itself has its own interests which affect local government as the principals. There is abundant evidence that governments throughout history and

throughout the world do not do what they are supposed to do. Always government officials will take the upper hands for their own benefits (Waterman, et al. 1998).

The application of agents in the public sector service delivery is complicated *inter alia* by the presence of multiple principals. Thus, Hughes states of the public sectors scenario that it is hard to figure out who the principals are, or find what they genuine need.

The principals, the proprietors, of the open administration are the whole open, however its interests are diffuse to such an extent that successful control of the operators the open administrators is probably not going to be viable.

A major problem concerns the difficulty of getting the agent to operate accountably and committed in the interests of principals. This concern stems from the divergent and even conflicting interests of principals and agents and also because of information asymmetry, with agents often having an upper hand because they tend to be more informed than the principals.

This implies because of the absence of pressure from the local government authority (service users), the public agents (professionals) are likely to deliver services they consider appropriate. In other words they will have little or no force to deliver services demanded by the local government authority.

Also, because of weak regulatory and supervisory capacity of a principal, agents may engage in moral hazard to satisfy their own interests, as suggested by public choice theory, especially if they calculate that there is low risk in so doing.

The experience that reveals in relation to central government and LGAs as I studied in my research is that the central government usually disseminates standing order, policies and guidelines pertaining human resource issues in LGAs. Likewise, some of the central decision do not match the LGAs' environment and hence not supportive to LGAs human resource development. So the LGAs continually have had missing the required qualified officers or technicians demand. In this case LGAs should be given power or mandate to recruit the willing qualified human resource to

work in LGAs who will be accountable to LGAs as it was before the re-establishment of PSRS. Not only that lower cadre like Ward Executive Officers, Village Executive Officers, drivers, watchmen, cooks, personal secretaries should be under mandate recruitment of LGAs. The monopoly of PSRS cause big load for them to recruit candidates from all corner of Tanzania and as a result does not support LGAs who are the beneficiaries of recruited personnel.

2.4 Historical overview of Tanzania Public Service Recruitment and selection

Approaches

Tanzania has experienced a major unique policy shifts (recruitment and selection approaches), from centralized recruitment and selection (Pre-1982) to decentralized recruitment and selection (From 1982), after that Tanzania established a partial decentralized (hybrid) recruitment and selection approach in 2006 thereafter in 2010 Tanzania shift from partialdecentralized (hybrid) to centralizedand selection. Basing on this factor Tanzania provides the good grounds on the study of centralized recruitment and selection approach for the public servants and particularly for the local authority employees such as regional and district authorities. Therefore, after short review of these remarkable experiences of policy shift on recruitment in Tanzania, it is important to get an in-depth historical overview of Tanzania public service recruitment approaches as follows:

2.4.1 The centralized Recruitment Phase: Pre-1982

Tanzania has good and unique history of post-colonial experience on the implementation of socialist reform policies after Arusha declaration of 1967. The period started from the colonial period through Tanzania independence to1982 was experienced with parallel lack of local government system in its real sense and strong centralization. Distribution of economic and social service suchias education and health together with all major means of production were centrally managed. The socialist reforms followed the Arusha declaration were targeted to make sure that, among other things, reorganize the government administration to make possible the

implementation of the post-independence policies, these post-independence policies are such as the creation of village cooperative farms and massive investment in health infrastructure and education.

The execution of social policies under the Patronage of Arusha Declaration produced expectations from both policy makers and populations that social services would be intensive and effectively reaches the whole population. Though, there were some limits on the usefulness of socialist reforms.

And the ambition of Arusha Declaration policies on to decentralize authority and power to local community were impossible this was specifically triggered by the 1972 parliamentary Act (30). Despite some degree of concentrating of tasks from the center to the region but the 1972 Act could centralize power and authority even further to local government. All matters related to the management of public servants such as recruitment and distribution of public servants, were controlled by central established office this was known from the early 1990s as the Civil Service Department (CSD). This was followed removal of the existing (albeit weak) local governments at the district level by the 1972 Act.

Factors influencing centralized recruitment approach in recruiting public servants to be adopted by Tanzania government in this phase were as follows:

First, there was a need to maintain uniformity in terms of procedures and criterion that ensure recruitment and selection of candidates are based on merit principle. These procedure and criterion are to be used to employ public servants across the country.

Second, to announce for the positions, which are, supposed to be replaced with the new employees and to keep national wide proper records for all public service employment that has been filled. It should also be noted that during this phase in most cases recruitment was made direct from academic institutions were fresh graduates of different disciplines should be posted direct to their work stations soon after completing their studies.

The reasons behind this is that during this time competition for employment was not high like how the current situation is different such that employment is highly competitive by nature.

Third, to establish the ground for the equal distribution of public servants across the country, the reasons behind this is that by that time Tanzania public service suffered high shortage professional and skilled workers almost in all cadres. Therefore, to solve this problem government came with various program that aimed to solving this problem such that UPE (Universal Primary Education) in education sector.

Despite these effort done by the government together with its good will to adopt centralized recruitment approach for the recruitment of the public servants, in the Local Government Authorities specifically at the district level major challenge that arise and experienced in the recruitment and distribution of employees in the lower cadre is a serious mismatch between the number of employees deployed to the districts by the central government and the local needs for workers in particular area. This problem was one of the main problems that were expected to be tackled by the government of Tanzania when turned to a more decentralized structure of the government.

2.4.2 The Decentralized Recruitment Phase from 1982 -2006

Tanzania prepared the major reformation to shift to decentralization system during the early 1980s, under the ground of major decentralization reforms; the decentralization has been defined as a process that involves one or all the following aspects: first the transfer of political and decision-making powers and authority for managing public services to independently elected local governments (devolution). Second, the shifting of workload from centrally located of officials to staff or offices outside the national capital (deconcentration).

Third, the transfer of management and financing functions to a private organization (privatization) and forth, the transfer of management from the Centre to semi-autonomous organizations and agencies within the public service structure (delegation).

Also six significant pieces of legislations were passed in 1982 namely, the Local Government (Urban Authorities) Act Number 8 of 1982, the Decentralization of Government Administration (Interim Provisions) Act Number 12 of 1982, the Local Government Services Act Number 10 of 1982, the Local Government Finances Act Number 9 of 1982, the Local Government Negotiating Machinery Act Number 11 of 1982 and the Local Government (District Authorities) Act Number 7 of 1982, These parliamentary Acts aimed at instituting the local government and institutions that had been paralyzed by the 1972 Parliamentary Act [30] being vested with the power to implement and organize its own affairs and strengthening them with more democratic structures. Under this reformation, the decentralization of management of staff was enabled so that Local Government Authorities could appoint, develop as well as discipline their own employees.

Another important reformation which has been established so far is the enactment of Public Service Regulations of 2003 and Public Service Act of 2002, inter alia, reduced the number of district council members needed to form the Employment Board (there was only one member of the district council in the board). This meant to prevent unnecessary political interference in the recruitment processes at the district level.

The Finance and Planning Committee from 1982 to 2002 was largely composed of local politicians. The management of recruitment at the district level was charged under the Finance and Planning Committee. Therefore, unnecessary political interventions in matters related to recruitment of workers were expected to be reduced by strengthening the role of technocrats in matter concerned to recruitment of employees at Local Government Authorities.

Several central government departments continue to have key roles in the management of professional workers at the local government levels even though the law provides the mandate to districts to Council the recruitment of some workers including ward and village executive officers and other lower cadre staffs like office attendants, drivers and secretaries. In this process, includes, first, the Ministry of Finance approves councils' budgets and sets guidelines for the spending of finance for central government allocations as well as spending of locally mobilized financial resources.

Second, employment permit is observed and approved by the Civil Service Department as its central role; this is done in collaboration with the Public Service Commission, and they have a role to confirm some employees' employment and to manage their promotion.

The third, the Regional Administration and Local Government ministry (currently under the President's Office) approves professional personnel and head of departments (e.g. accountants) who are transfers from one district to another. Practically, the budget process was supposed to take place together with the recruitment process in the context of decentralization both at the central and local government levels.

Both the number and the types of workers, and the associated costs (personnel emoluments) are discussed and recommended by all the local government committees. This is done before they are tabled at the full district Council for endorsement. After they have agreed upon the type and number of employees (e.g. cadre of accountants) to be recruited in an exacting financial year, then the budget estimates are to be had to the Civil Service Department for approval and processing of employment permits.

At this point, it is the duty of the Civil Service Department to endorse the estimates or makes adjustment on them where it seen necessary depending on what has been centrally approved by the Ministry of Finance in the budget for the ministry. On this stage, this procedure leads to an employment permit being issued; this is followed by

act of informing the respective district authority so that vacancies can be announced. The issued permit allows the district authority to act on it only within three month deadline, after which it expires. After the information has been channeled to the district authorities, the District Executive Directori (DED) informs the district Employment Board and the Public Service Commission upon the existence of a funded vacancy in the respective district.

First, establish vital grounds for the district authorities to respond quickly to the human resource demands as they are obliged to be responsive to local demands basing on this focus specific to the number of employees needed and their qualities as well as filling their vacant positions in time as required.

Second, there is a need to retain employees' due to the reason that decentralized recruitment arrangement was perceived to be effective in terms of retain the recruited employees. This is since the decentralized recruitment arrangement was perceived to be effective in terms of retaining the recruited workers this in fact is specifically when employees were recruited from within the local or nearby districts.

Therefore, these individuals would be aware of the working and living environment of where they would start working, this is very important because they might be not surprised by the lack of service in the local authorities where they work.

Therefore, it was expected that, decentralized recruitment may improve the retention of both lower cadres and highly skilled workers; this is because the local authorities (employer) can establish goal congruence (match the expectations of potential employees with the working environment and living conditions). Notwithstanding the fact that at the district level the recruitment of employees executed decentralized system has experienced some limitations on performance and failure to obtains professional employees. Therefore, the need to move into a decentralized approach was more necessitated (hybrid recruitment approach) and thus was expected to be more effective both in recruiting the qualified job candidates (professional workers

such as health workers) and importantly balancing their distribution across districts, (rural districts on its special attention).

Third, there was a need to strengthen local authorities this is done by giving them more power and authority to control their employees in terms of hiring, developing and firing them where is necessary.

2.4.3 The Partial De-Centralized (Hybrid) Recruitment Phase in the Context of Decentralization: From 2006 – 2010

In November 2006, the central government took the decision to reinstate in part a centralized recruitment approach of professional workers through the issuance of a Presidential Establishment Circular (BC. 46/97/03/A/123). This action was taken as a response to a series of reported serious problems and challenges which are related to the recruitment of professional workers such as accountants, teachers and health officers under the decentralized approach. The reason behind the establishment of this circular is that the government expects to improve the distribution of professional workers such as Health officers, teachers and accountants across the country present in the labour market and those new entrances from training institutions.

The new system of partial centralization was somehow providing more room for Local Government Authorities to plan what they need in terms of type and number of workers, and to submit their requests to the central level, this is quite different from the old centralized phase where by district would receive whatever posted from central government.

Apart from that vacancy announcements are made by central authorities to address those already in the labour market. Upon these needs Civil Service Department together with the Public Service Commission liaises with the training institutions to find job candidates potentially to fill the vacant position.

Before succeeded candidate to be posted to respective district authority, it is the duty of the central management to decide for short-listing and interviewing to obtain the best candidate out of many job applicants. The major factor for the adoption of this approach was the failure of some local authorities such as district council. In the practice, there were some challenges which hinder the efficiency and effectiveness in the adoption of this approach. These challenges are:

The first challenge is failure of the appointing Authorities such as district councils to define properly the criteria for recruitment and selection. Second, poor record management to include, list of short listed candidates, a list of applicants, interview score sheet/ results and employment permit. This information is very vital when making inspection or auditing, it provides evidence for proving whether there were merit practices or not.

Third, the decentralization of recruitment practices has resulted to unnecessary outcomes of inability to control happenings of nepotism and favoritism, poor information keeping on needs and the increased recruitment costs.

Fourth, the entrance of low quality employees these is resulted from the fact that some other posts of candidates shortlisted for interview do not meet the minimum qualifications for the post. This influenced the selection of wrong candidate due to poor competitive skills available on time.

Fifth, to ensure transparency in the recruitment procedure, the Appointing Authority should inform all interviewed job candidates about the results or outcome of the interview. But there is failure of some Appointing Authorities such as district council to inform all interviewed job candidates about the outcome or results of the interview. However, this limits the recruitment procedure to be transparent.

Sixth, there are existence of conflicting roles of the Public Service Commission as both involvement in recruitment and an oversight institution. These conflicting roles created a need to establish independent body (institution) which will direct concern with the recruitment of the public servants.

Therefore, these challenges provide the ground for the establishment and adoption of the centralized recruitment approach in the year 2010.

2.4.4 Choice of Recruitment Approach, Purposes and importance of Recruitment

Chandan, (1987) argued to the effect that, however, other resources in the organization such as machine, thought, data, material, cash and different sources of info are of vital significance in the success of any organization but human resource is above all other resources and the most significant one because, it is human resource who make use of all other resources. He further argued that, recruiting them into the organization need to be done with appropriate approach, which fit the needs of the organization, and it is an integral part of human resource. Therefore, recruitment is targeted to obtain the rightful job candidates at a right place and right time who will fill the vacant position in the organization. Hence the prime purpose is to identify the suitable quality of individual personnel who will enter job.

Recruitment and selection are integrated activities, which work together in a systematic manner. However, recruitment concerning with building a pool of job candidates while selection concerning on how to identify the best job candidate out of many job applicants this should do with predicting which job candidate will make the most appropriate contribution to the success of organization within the expected timeframe.

The most fundamental human resource procedure of actualizing enrollment approach when managed well can have significant impacts on performance herefore helps to raise the organization above all other competitors. Since there have been an increasing competition in business, Organizations need to be more proactive in their recruitment strategies/approaches.

Richardson, (2008) argued that ineffective recruitment approaches can have negative impacts to the organization. These negative impacts can last for long to the entirely life of organization if not well combated.

The negative impacts are such as ver, low staff morale as well as poor quality of good and services produced in the organization. This can result to downfall of the organization as it loses its competitive edge as well as market share. He further argued that, the perceptions and attitudes of the management are very important in the process of implementing recruitment approach that is targeted to be effective and successful. This is because negative perceptions may otherwise hinder full utilization of resource necessary for the adoption of recruitment strategy.

Holbeche, (2009) argued that workers are crucial factors for the success of any organization. This is because workers are the one who use other resources to meet the organizational goal. Therefore, it is important to establish the human resource policies and plan that put in place the strategies for development and development of representatives to expand their presentation and hence to accomplish organizational success.

He further argued that the most task of human resource expert is to find the right individuals who will fill the vacant posts in the organization. This is because ineffective recruitment may result to obtaining workers who are hard to train, lazy and poor performers who may not assist the organization to meet its objective. If this may not well have treated would result to slow growth of organization and possible down fall of organization from its competitive edge.

2.4.5 Recruitment process

Recruitment process is described through various steps, which are involved throughout the recruitment process. The said processes are such as recruitment planning, attracting candidates, sources of applicants, and screening applicants. It is critical to start enrollment approach as a rule of the execution procedure. As indicated by Prassad (2005), enrollment approach is relied upon to cover the accompanying areas: Prescribe whether recruitment should be centralized or decentralized, especially to the organization with more than one unit.

- i. To emphasize whether recruitment will be done from inside or outside the organization and at the sometimes identifying the outside sources.
- ii. To specify the groups of people in the society that need to be given priority
- iii. Should provide for qualifications, age, compensation, structure or any other relevant conditions.

Aswathappa (2010) argued to the effect that firstly recruitment is started by planning which involves the identification of job needs as well as job vacancies into a set of objectives. This involves the targets on the number and type of job applicants who will be involved in the recruitment process to obtain the best job candidate. It is concerned with who, what type and how many to be employed (Prassad, 2005). Organizations mostly plan to attract as much as possible many job applicants than the number targeted to be hired.

However not all the potential applicant would be interested or qualified to the position or both. Type of contact refers to the type of people to be informed about job openings and the type of people depends on the tasks details are available through job descriptions and specifications.

The second process under recruitment involves attracting candidates; this involves the process of identification and sort out of resources necessary for accessing and obtaining potential job candidates' interest to apply the vacant position.

Apart from that, the organization may arrange for organizational analysis necessary where there is a difficult to obtain the right job applicants. The organizational analysis helps an organization to know how it can get right applicants for its job. Always the applicants of the jobs looking for a company which is having good pay, security of employment, location, company reputation and good career prospects Itika, (2011).

The third recruitment process involves sources of applicants. It is a matter of principle that when there is a vacant position in the organization, both applicants within the organization as well as those outside the organization should be given an equal opportunity to compete.

Methods used for recruitment are such as advertisements which involve the use of communication media to catch potential job candidates' interest to apply for vacant job, the use of recruitment agencies and consultants, educational establishments, internet and executive search consultants. The method used will depend on experience, time available, resources, nature of the organization and the job (Itika, 2011).

The Final recruitment process involves screening of applicants. The screening process can be difficult one when the recruitment involves sorting of thousands of resumes, letter of interest or applications with minimum workforce (Mayhew, 2009).

Recruitment is very important stage for the growth of employees potentially prepared to make organization successful. Recruitment is fundamental piece of human asset. This includes recognizing, drawing in or empowering potential occupation candidates who have the characteristics to fit the hierarchical needs Peretomode (2001), coordinating them with explicit and appropriate employments, and appointing them to these occupations.

Likewise, it is essential to make work examination at the outset before beginning enrollment this is on the grounds that activity investigation will give the structure of the procedure of enlistment, McCormick, (1976).

Recruitment and selection are integrated activities. They are very important processes for organization. This is because best performers of the organization are obtained from the beginning in the recruitment and selection phase. Hence poor enrolment and selection may results to employment of personnel who misfits the job needs and therefore can not meet the organizational expectations. Effective

recruitment relies on the overall management philosophy that support and strengthen an approach to HRM that focuses to obtain and develop worker once they enter jobs.

Apart from that, the degree of arduous of the recruitment can be minimized through formulation of good human resource policies. This involves analysis of the environment to identify strengths and weaknesses.

By doing so it helps to secure time and financial resource which could otherwise be wasted. The recruitment in the public service involves attracting suitable candidate to fill the vacant position in the public service (Nickels *et al.* 1999).

2.5 Empirical Literature Review

This part of the study reviews the related literature to the problem of the research. The focus is put where the literature builds the grounds for the establishment of the important quest for this study either the ones that make the basic foundations of the framework of the vital research variables.

2.5.1 The Review of Related Empirical Foreign Studies/ Analysis

NikhilaPai (2013) led a relative review on decentralized and concentrated recruitment approaches. This survey was led in the United States of America in the California Province. Basing on the discoveries to formulate the view that decentralized and incorporated recruitment methodologies are on the far edvantages of the enrollment range. These work best under the particular circumstances (authoritative condition) and organization structures. A decentralized methodology permits the greater part of the enrolling and procuring to happen inside the organization with the vacant position while a concentrated methodology about enlisting and contracting occurring through focal human asset office.

This investigation stipulates that brought together enrollment happens in existing and powerful in the earth (circumstance) where lower organizations need to fill the specific positions, for example, wellbeing officials (specialists and medical caretakers), bookkeepers, higher administrative and other specialized positions. In

this issue, the focal faculty organization handles the staffing needs all things considered. This examination additionally brings up that the decentralized enrollment is obviously takes its incentive in a domain where neighborhood experts needs to enlist and rounds out less specific positions, for example, office supporting staffs like office orderlies, secretaries, drivers, gatekeepers/ladies, lower regulatory positions and other related lower structure staffs.

This study represented the advantages the concentrated enrollment has, the study stipulates that incorporated recruitment approach offers an increasingly uniform and standard strategy for looking for and procuring workers which can encourage individual rights and the usage of social value.

Likewise, he indicated out that advance structure wide HR the executive's arrangement is turned out to be simpler as the majority of the enrolling is being finished by the workplace advancing the strategies.

Aside from that the study called attention to that it winds up normal now for the open organizations to utilize incomplete decentralized enrollment approach, for example, half and half enrollment approach in the enrollment of specialists where the real procuring and screening of competitors is finished with decentralized enlistment framework. This is done while the evaluating force is reestablished in the focal human asset office.

2.5.2 Review of Related Empirical Study in Africa.

Al-Gazali (2017) led to investigation in Nigeria; the focal point of this study was to survey how state funded colleges use enrollment approaches. This investigation uncovered that blended examining enrollment approach understood as the Hybrid enlistment approach was liked and utilized by numerous open organizations.

He could think of the accompanying discoveries with the end goal that a particular office is worried for enrollment of brief positions for the situation under their administration units. This office safeguards a pool of suitable activity candidate for low level or administrative regulatory positions.

Apart from that, remained full time position enrollment is managed by high Authorities. This type of recruitment is a hybrid approach which attempts to obtain the merits of both decentralized and centralized enrollment process. The role of the central office is to post vacancy openings and collecting request which are posted to departments for selection.

Then the responsible officer for Human Resources Officer as well as manager of department is conducting actual interviews.

Basing particle the current university policy the human resource officer undertakes a more general interview while the manager undertakes interview to assess skills to the specialized position. Together they settle particle the best applicants and form an offer based particle both university and financial departments. The university maintains a coherent standard for recruiting by leaving the initial screening in the hands of the department managers. Whereby, the real interview is being undertaken by a human resource officer with a manager. By doing so the institution obtains merits of both approaches (decentralized recruitment and centralized approach, this combination is the Hybrid recruitment approach) therefore in the recommendation he said that this is a best practice.

Therefore, particle the quest for the impact of centralization of recruitment and selection particle the performance of sub national government authorities in Tanzania, this review provides to us vital knowledge particle the good approach that might be adopted and such that the advantage one approach may have particle another. It provides a clear picture that centralization of recruitment and selection is not preferable to public institutions in Africa.

2.5.3 Review of Related Empirical Study in Tanzania.

Minja (2016) conducted a research on best recruitment approach of TANESCO employees in Morogoro region. This study responds to the need of the quest that whether the organization can use decentralized or centralized enrollment approach. From the study findings, he came out with the recommendation that “decentralization

provides greater flexibility therefore the focus is on decentralization rather than centralized system though decentralized strategy cannot offer the same benefits as a centralized system”

The study found out that a national recruitment system needs manager to formulate a list of their employing needs in advance. These hiring needs can be prepared sometime as much as a year in advance. Therefore, the research finds that, it is cumbersome for managers to make these kinds of estimates as changes in budget or political crises may skew the projections.

The study found that some other resources from the central office wasted in vain due to tendencies of managers to overstate their staffing needs to get a wider pool of candidates. Apart from that the pin point that central office lacks the familiarity of the best applicant who can meet the requirements of the job position or who fit the requirements and demand of the institution as needed. Therefore, the higher office is not always greatly fitted to require for more specific position.

Makemba (2013) on his research paper on centralized requirement in rural area came up with three effects of centralized selection in the rural districts of Tanzania; basing from the study findings centralized selection means in (Ruagwa on its special attention) are secondment of new employees, new employee's turnover and failure to meet human resources demands in time in the rural district thus making most of posts remain vacant for long time without being filled with the new employees. Therefore based on the investigations findings, it was suggested that the government should change the current recruitment approach (high rack enrolment method) used to recruit public employees in the rural districts especially for lower cadres staff by reiterating hybrid recruitment approach. As a matter of fact by using hybrid enrolment method can utilize the benefit of both decentralized on national enrolment system. It should be noted here that an alternative to the hybrid model would be more directly address the underlying problems brought by centralized recruitment

approach. Therefore the outcomes revealed in the study in the rural districts can be highly responded by the use of hybrid recruitment approach.

Mrutu (2016) on his research paper on the influence of centralized recruitment on the employees turnover in Tanzania Local Government Authorities, experience from Moshi Municipal Council. His reseach shows the reasons of employees' turnover been in Local Government Authorities include inadequate working conditions supported with low wages and absence of motivational packages to mention few. However, after the establishment of centralized recruitment the problem of turnover among centrally recruited staff has been emerging as new disease in the realm of human resources management which needs special attention.

Njovu (2012) on his study of experience of decentralized and centralized recruitment system in local government in Tanzania, experience from Morogoro found revealed that Tanzania government has been applying both centralized and decentralized recruitment system. The centralized recruitment intends to enroll competent employees and allocate them in the required LGAs. The decentralized recruitment faces the challenges of enrolling incompetent employees and allocates them to the required LGAs. Both system failed to attain its intended goals because it was discovered that despite of other advantages and disadvantages, the opposite the most appreciated advantages of one system appeared to be the most blamed disadvantages of the other system and vice versa.

Basing on the fact that Tanzania had experienced both method and still the planned outcomes are not to be achieved this study suggest that before approving any employment policy connected to the two method the government should effectively lead the actual visibility study about the two methods. Leading visibility will assist the government to come up with good decision on which system to be seeing the government ability. In addition to that before accepting any method between the two systems the government need to be well ready in terms of resources, rules and regulation, technology and well functioning structures to simplify effective functioning of the system.

2.5.4 Advantages of centralization of recruitment and selection to the performance of Local Government Authorities

Njovu (2013) oh his study on the Experience of Decentralized and Centralized Recruitment Systems in Local Government Authorities of Tanzania: The study found that centralized recruitment brings national unity as anyone from anywhere as far he or she, has qualifications for the post, can be employed anywhere in Tanzania.

This is because under centralization there is no bias and the systems also avoid tribalism. He finally observed that national unity encourages development to the nation and or a country, this increasing efficiency and productivity through national unity brought under centralized recruitment process.

Despite the advantages of centralized recruitment systems, the researcher has failed to show how such systems have improved performance in Tanzanian LGAs in particular. The study has failed to show whether the centralized systems have been able to address the issue of inadequate number of human resources in LGAs who in return make LGAs meet maximum performance.

Uronu (2015) conducted an investigation on the centralized Recruitment performance in Tanzania Local Government Authorities on Institutional Context Perspective. The study found that, national enrollment promotes fairness and transparency compared to decentralized, one because under centralization no one knows the applicant physically. This therefore entails that; due to its openness centralized recruitment process increases performance of local government authorities.

Uisso (2015) conducted a study on exploration of performance of centralization and decentralization of recruitment, selection and allocation of local government authority staff. The study was conducted at Tabora Municipality. Data were obtained through primary sources through questionnaires, interviews and focus group discussions. The study found that centralized recruitment is important to the performance of Local Government Authorities to the effect that it results and or leads

to the transparency. He further elaborated that, through centralized recruitment there is no one who can know the employee physically and in person. Only the capability of tackling interview questions and his set qualification can give one the post. Under centralization all candidates of the vacancy are set under one pool and the best ones with required qualification and interview results is selected. Also, under centralization, openness is given the priority and detailed from the results of oral to written interviews which not happening under decentralized procedure where currently, even the outcomes of interviews including those who failed have their result not shown. This study is very important to the researcher as it has examined and explored the very crucial matters related to importance and or advantages of centralized recruitment as it increases transparency. This will help the researcher to know to what extent does the centralized recruitment ensures transparency and thus improves the performance of local government authorities.

Again Uisso (2015) found that centralized recruitment is greatly potential to the sub national government performance authorities as it ensures that employees are recruited on merit. With regards to this, the author went on saying that through centralization of recruitment suitable consideration is given to reputable skills, competences and traits. With regards to this, he finally commented that under decentralization recruitment process anyone could be employed without considering his and or her skills and competence.

Furthermore Uisso (2015) was of the firm view that centralized recruitment helps to reduce the possibility of corruption simply because under centralization there is no close contacts with the applicants to be able to entice bribe. With regards to this therefore absence of corruption improves the performance of government authorities. On the other hands, centralized recruitment results to Equal treatment of employee all over the country in Local Government Authorities. Equal treatment of employee under centralized recruitment system is seen in form of salaries rules and regulations governing them. He also added that under centralized recruitment system any employee can be transferred and or employed in any district and thus creates equality to all citizens.

This study also revealed that centralized recruitment process enables the municipality to have enough employees. With regards to this, the study found that centralized recruitment enables the Municipal Council to have enough employees as it is the central government that on its own recruits. This means that, centralization recruitment increases the number of Municipal employees and enables equal distribution of employees all over the country.

Furthermore, the study found that, centralization of recruitment process is less costive due to the fact that, under centralized recruitment process the recruitment is conducted through the PSRS and therefore this reduces time and costs to be involved during recruitment process. It was further found by the study that; centralized recruitment process releases the staffs of the Municipality who were supposed to be involved in recruitment to continue attending other activities and hence saves the time and costs to the Municipality workers.

Munga et al. (2009) conducted a study on the Decentralization Centralization Dilemma: Enrollment and Distribution of Well being employees in Remote Districts of Tanzania. The investigation engaged secondary methods to get the relevant information of the study. The investigation revealed that, Centralized recruitment system is good for equal distribution of human resource between richer and poor area and between urban and rural areas. The study finally observed that centralized system is good for distribution functions not only human resources but also any kind of resources Centralized system is also appreciated for its ability to recruit qualified staff. However, the study did not discuss on how centralized recruitment process can affect the performance of local government authorities. With regards to this therefore the current study intends to fill such a gap.

Green (2005) conducted a study on the advantages of centralized recruitment. The study used questionnaires and interview as methods of data collection. The study found that, centralized human resources results in to; standardization of human resources work conditions whereby otherwise poorer areas will be difficult to compete with richer areas. Furthermore, it was found by the study that, centralized recruitment enhances integration, decisiveness, uniformity and cost efficiency of the

public service. Centralized human resources function on the other hand are more potential for consistency in the delivery of human resources services, offer efficiency gains through economies of scale. When all these exist, there is an improvement to the performance of LGAs.

DeCenzo & Robbins (1998) argue that Public agencies were established in Federal states as a solution to unemployment to jobseekers and lack of human resources to employers. However, these agencies ended up attracting unskilled individuals or those with minimum training. The United States Training and Employment Service (USET) developed a data bank whereby all state employment offices will be linked with applicants. Despite such attempts. Many individuals seeking for a job would not prefer working in organizations far from their community. Likewise, in Tanzania whereby most of the employees posted to the LGAs not of their choices would struggle to change their postings.

Generally, all these studies have failed to come up with the evidence that centralized systems recruitment may lead to better performance of LGAs. The relationship between the two variables is not clear, that is centralized systems and performance of LGAs.

2.5.5 Disadvantages of centralization of enrollment and selection to the performance of local government Authorities

Uisso (2015) conducted a study on exploration of performance of centralization and decentralization of recruitment, selection and allocation of local government authority staff. The study was conducted at Tabora Municipality. The study found that centralized results to drop out of workers simply because “Under centralization of the recruitment process, some employees like nurses are allocated to Tabora Municipality where after only reporting and seeing the environment, perhaps they dislike, the said employees leave. Some of them fail to report to their working stations at all. The study further observed that, centralized recruitment has increased the shortage of nurses working in Tabora Municipal Council. Essentially, the

centralized recruitment paves the way for employees to be sent from a far. They are forced by their posts to go somewhere they had never been before.

That is why some of them decide to leave their posts after being dissatisfied with the new working environment and the climate at large.

Hence, the dropout emerges or the gap in positions even expands. This therefore impacts the performance of Local Government Authorities as the workers tend run from their places of work.

The study also noted that, the centralization of recruitment process reduces the working morale of the employee. This is to the effect that workers who are allocated to the areas of work where they do not like such as the place where there is no electricity under centralization recruitment process workers become annoyed and hence they lose spirit and keep on working simply because they have nowhere to go. Furthermore, the study found that, under centralization of recruitment process the performance of Local Government Authorities is negatively impacted as it results to the delay of services to the employees. This is due to the fact that when for example teachers and other public workers are going top holidays and they ask for bus fare are usually told to wait until the central government would send the money.

This entails that a worker/employee can go to holidays and return while the fare is yet to be available.

The study finally concluded, some workers/employees who are employed in the preceding year are complaining about not being paid subsistence allowance and being told to wait until the central government would send the money” and they had to wait for almost two months for that money to come.

2.5.6 Impact brought by centralized recruitment system and selection process to the performance of Local Government Authorities

Uronu (2015) conducted a study on the Performance of centralized Recruitment in LGAs. Both Primary as well as Secondary methods of data collection were used to

gather the relevant information of the study. A purposive sampling technique was also used in assurance of the viable sample size is selected.

Findings from the study revealed that, centralized recruitment process enables the Local Government Authorities to be free from any form of corrupt transaction because during the recruitment process there is no close contact with candidates, which result to enhance to solicit for bribery. He went further to argue that in different institutions centralized recruitment process has to be regulated by the relevant laws and guidelines to ensure performance of local government authorities. He finally argued that the centralized recruitment process brought more negative impacts to the performance of the local government authorities. However, this study did not discuss on how the centralized recruitment process has more negative impacts than solutions. The present study is intending to discuss the negative impacts of centralized recruitment to the performance of Local Government Authorities and the solutions thereon to improve the performance of local government authorities.

Mungal et al (2009) undertook a study on the Centralization Decentralization Dilemma: Recruitment and Distribution of Health Workers in Remote Districts of Tanzania. The study employed a case study design and both primary and secondary methods of data collection were used. The study found that, centralized recruitment and selection process has both negative and positive impacts to the performance of sub national government and national at large.

The study implied that, in most of the least developed countries national recruitment process has been placed in the central office and specifically at the independent agency this is like office of the prime minister of president. The principal characteristic of the central office for recruitment or the independent agency for recruitment are centralized rules, hierarchical and procedures grounded on rigid bureaucratic notion of legal authority and nationality as well as organization arrangement are authoritarian. The study further identified challenges, which hinder the effectiveness of centralized recruitment and performance of local government authorities.

The identified challenges are such as complexity, rigidity, unresponsiveness and slowness. However, it is blamed for its ineffectual and time-consuming nature. He finally concluded that centralized recruitment process has both negative and positive impacts to the local government authorities' performance.

However unfortunately this study only mentioned the challenges, which hinder efficiency of national enrollment system to the performance of Local Government Authorities but did not suggest the measures to be taken to overcome the said challenges, with regards to this therefore the present intends to fill such a gap.

Minja (2001) conducted a study on the assessment on the best practices on the enrollment process for TANESCO employees in Morogoro Region. Data from the study came up with views that in a centralized recruitment system the manager is required to prepare a list of hiring needs this can be done in advance such as earlier one year before. To add on that finding the study also found that even though method used in a centralized approach reflected in the job announcement process, the decentralization trends has much to trigger on the outcomes when the applications have been submitted.

He finally concluded that, it is easy to account the responsiveness to the agency heads or managers this is because decentralized system offers a chance in the actual recruitment and hiring of staff.

However, this study did not discuss much on the positive impacts of the centralization process rather the study discussed much on the negative impacts of recruitment of centralization process to the performance of local government authorities, worse enough the study did not show how affects the performance of LGAs. Therefore, the present study is intending to fill such a gap.

Nabaho (2013) conducted a study on 'Human Resources Management in Local Government: An Analysis of Recruitment and Selection Practices in Uganda Government, study used a case study design. The main finding of the study was that centralized recruitment has more negative impacts than solutions. Furthermore, the study stated that, the structure of centralized enrollment and screening process has

been criticized this is since, the high authority officials failed to understand local demands hence become incapable of satisfying local needs. There is a need to explore the amount of which national enrollment has being unable of meeting the local demands something which was not covered by the previous author and therefore the present study is aimed to address such a gap.

Berman (2012) undertook the study on the impacts of centralized recruitment. This study had a purpose of discovering the impacts of centralized enrollment to the performance of local government authorities. Data collection tool that used in this study were questionnaires and interview. The researcher carried out structured interview, which involved face-to-face interview between researcher and the key informants. The study also used observation methods and documents analysis. Qualitative data were analyzed using content analysis, whereas quantifiable data were coded and analyzed. The study found that the centralized recruitment and selection process system is good for distribution functions not only human resources but also any kind of resources. Furthermore, he found that, centralized system is also appreciated for its ability to recruit qualified staff.

Njovu (2013) conducted a study on the Experience of Decentralized and Centralized Recruitment Systems in Local Government Authorities of Tanzania. The research was conducted in Morogoro Region. The data were collected through questionnaires from respondents in Morogoro Region. Findings from the field revealed that human resource management specifically to the recruitment process in public sector is centrally managed. This resulted to some challenges such as the process and blamed for unresponsive, passive and bureaucratic and being very slow because of being centralized.

It is found that this kind of human resource management is been enforced with many rigid rules, this discourage job seeker from a pool of potential job applicants or labour market to apply different post in public service. He further argued that, the centralized recruitment system has been blamed for inefficiency and amount of delay

such that the line managers are viewed to be much placed better than the centralized recruitment office.

He finally opined that, civil servants are blamed for undermining accountability to the local councils this is because the centralized recruitment office failed to transform the local needs into their plans to obtain the rightful individuals to fill vacant positions who will work to meet those local needs. This is happening because it is difficult for central office to notice local needs.

However, this study has tried to investigate the challenges and negative impacts of centralized recruitment to the performance of local government still no solutions were given to ensure the performance of local government authorities. The present investigation is intending to fill such a gap.

Smoke, P. (2003) conducted a study on Decentralization in Africa: Goals, Dimensions, Myths and Challenges', public administration and development. The study used secondary methods to collect the data of the study. The study revealed that, centralized recruitment increases efficiency and improves administration delivery since district government levels are nearer to individuals, approach nearby data and comprehend district setting. Moreover, it has revealed that centralization of enrollment procedure may results to increment in nearby responsibility, responsiveness and straightforwardness, able planning, district government's capacity to act including income preparation, upgrade aptitudes and demonstrable skill and legitimacy based advancement and enlistment as well as efficiency in financial management.

2.5.7 The relationship between centralized recruitment and selection process and performance of Local Government Authorities.

Chukwu (2012) conducted an investigation on the relationship between centralized recruitment and performance of Local government authorities. The study employed questionnaires and interview for the purposes of collecting data. The study found that in both public and private sector organizations, the provision of quality goods and services begins with the recruitment and selection process. He further observed that,

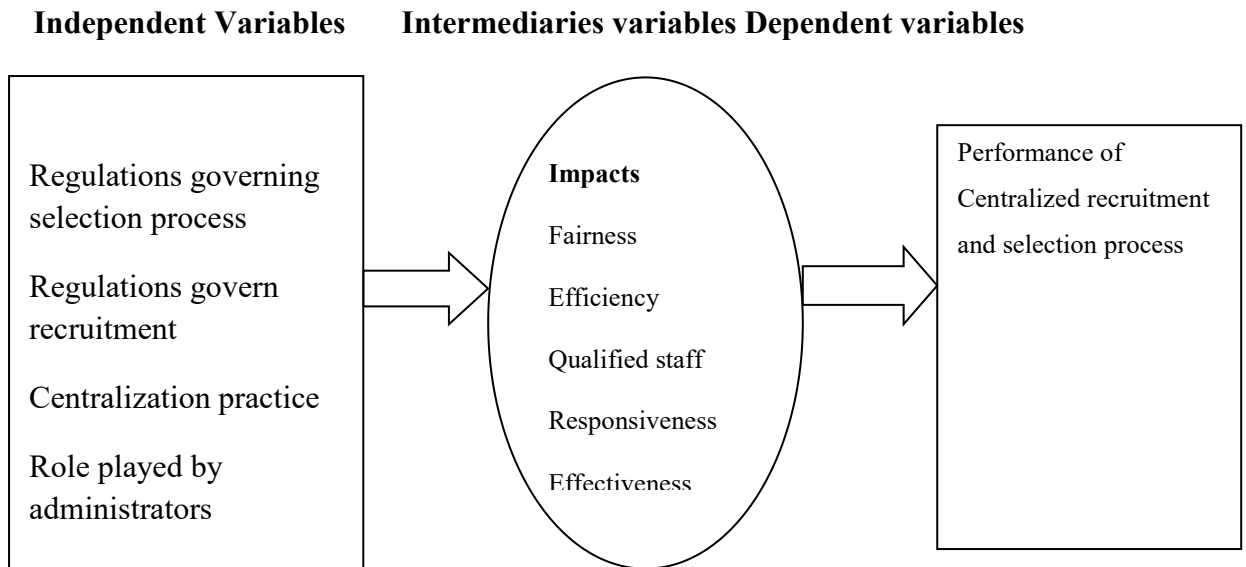
poor centralized recruitment process can have long term negative effects such as high training and development costs to minimize the incidence of poor performance; disciplinary problems; disputes; absenteeism; low productivity; poor service delivery to customers; and high turnover which in turn impacts on staff morale.

He finally concluded that, once there is good centralized recruitment and selection process, the performance of LGAs will be affected positively and vice versa is true. This study is relevant to the present study as it has discussed the relationship of the centralized recruitment and performance of the local government authorities. The strength of this study to the present study is that it has strongly elaborated how centralized recruitment has a strong relationship with the performance of local government authorities.

Lavigna (2005) argued that usage of thorough representative enrollment and choice strategies, notwithstanding improved remuneration and performance the executive's frameworks and broad worker preparing can improve the present and future learning, aptitudes and abilities of associations, and at the same time increment worker inspiration, lessen evading and upgrade the maintenance of value representatives while urging nonperformers to leave. With regards to this therefore the performance of LGAs is more related to the recruitment and selection process.

2.6 Conceptual frame work

Figure 2. 1: Conceptual frame work



Source: Researcher own constructs (2019)

2.7 The Knowledge Gap

Though a number of studies have been done concerning the Local Government Authorities in Tanzania with special thanks to Liviga, (1992). “Local Government in Tanzania” –*Partners in Development or Administrative Agent of Central Government in Local Government Studies*: Vol.18, Issue No. 3, Henjewe, F. (2004). *Local Government Financial Reforms in Tanzania: The Impact on the performance of Councils. A Case of Kinondoni Municipal Council*, M.A. Dissertation (unpublished) University of Dar es Salaam, EnumuoF.C (2000) “Problems and Prospects of Local Governance: chapter” 7(pp 181 – 2004) in G. Hayden, D, Oluwu & H. Ogendo (eds) *African Perspective of Governance*. Trenton / Asmara: African World press and Cameron, R, (2002) “Central Local Financial Relation in South Africa”. *Local government studies*, Vol. 28, No3 Autumn Special. Just to mention a few. However, many studies have been conducted on the advantages of centralized recruitment and selection system but also it is evidenced that there is poor performance in Local government authorities.

Therefore, this study is sought to fill such a gap by conducting a study on the relationship between central and Local Government Authorities and how it affect recruitment function in LGAs citing a case of Kinondoni Municipal Council.

2.8 Chapter Two Conclusion.

This chapter reviewed various literatures on relationship that exist between central and Local Government Authorities and in particular that affect recruitment function in LGAs. In the course of reviewing the researcher identified the knowledge gap.

The Literature reveals that, once there is good centralized recruitment and selection process, the performance of LGAs will be affected positively and vice versa is true.

CHAPTER THREE

RESEARCH METHODOLOGY

3.0 Introduction

This section presents on methodologies and techniques, which the researcher applied in taking through the study. The chapter consists of research design, study area, sample and sampling techniques, population, data collection process, data analysis, ethical Consideration and reliability and validity.

3.1 Research Design

The study used descriptive case study design. The description analysis used to describe the relationship between central and local Government and how it affects recruitment function in LGAs, in Kinondoni Municipal Council. The descriptive case study design is chosen and used due to resource constraints and limitation of time that face researcher. Apart from that the descriptive case study research design is chosen and used to describe phenomenon under the study or characteristics of a population. To do so data have been collected through questionnaire and interview. Descriptive case study design was used as the research design because it is a method of study which offers in-depth examinations of salient factors under the study rather than breadth examination. The focus of this method is on the full analysis as well as the inter relations.

3.2 Study area

This study was conducted in Kinondoni Municipal Council. Neuman (2007, p.280) has pointed important and main issues that are considered during selection of the research area, namely: suitability, unfamiliarity and richness of the data, deep information as it includes varieties of events, activities and social relations. For that reason, the researcher may choose a site that provided adequate data. The researcher chooses unfamiliar setting because it is easier to see cultural events and social

relations in a new site. Suitability means practical issues such as, researcher's personal characteristics and feelings time, skills, and serious conflicts among people in the site, and access to parts of the site that the researcher may consider. This study was conducted in Kinondoni Municipal Council because Kinondoni is one among the Municipal in Tanzania affected by the central organs interference in the recruitment function, therefore a researcher concerning the challenges of recruitment function within the District expected to get the relevant and adequate information

3.3 Targeted Population

Population is total number of individuals or organization or group who could be included in a study. Kombo& Tromp (2004) define population from which samples are taken for measurement as a group of individuals, objects or items. It is a group of individuals which a researcher is interested units with common characteristics of (Mbobo, 2010). The population of this study was the employees and officials in Kinondoni Municipal Council. The study involved 17 respondents whereby, 10 were males and 7 females and specifically Heads of Departments, Heads of sections, Municipal councilors and employees.

Table 3. 1: Population Categories

Population categories	Total in the population
Heads of departments	13
Heads of sections	10
Councilors	40
Employees	907
Total	970

Source, Kinondoni Municipal: Lawson system report as at January, 2019

3.4 Sample and Sampling techniques

3.4.1 Sample size

A sample is a when conclusion are drawn in representative of the population about the study. Kothari, (2004) define a sample the researcher is interested in collecting information and drawing conclusion as a group of participants drawn from a population in which presented (Kothari, 2004). The study employed 17 participants (Heads of departments, Heads of sections, Councilors and employees).

Table 3. 2: Sample in respect to the population categories

Categories	Total population	Sample	Sampling techniques
Heads of Department	13	03	Purposeful sampling
Human Resources	10	03	Purposeful sampling
Employees	907	11	Simple Random Sampling
Total	930	17	

Source, Kinondoni Municipal: Lawson system report as at January, 2019

3.5 Sampling techniques

3.5.1 Simple Random sampling

Random sampling (simple random sampling) is the purest of probability sampling or chance sampling. This is a sampling in which each member of the population has equal chance of being selected (Kothari, 2004). In this study random sampling will be employed for selection of sample of employees, this is because the population of employees from the Municipal is so large this method eliminates all element of biasness during selecting a representative sample. It required random sampling in order to get a representative sample.

According to (Creswell, 2003) random sampling ensure the law of statistical regularity which states that if on an average the sample chosen is the random one , the sample would have the same composition and characteristics as the universe.

3.5.2 Purposeful sampling

Purposive sampling will be used in selecting the officials from the Municipal that. The researcher asked all the mentioned officials to participate and also was included in this study giving more with the end goal of understanding to the study. The specialist saw the data that was not reasonable from the workers. The analyst was certain that the members were effectively come to. Since it is the area which the researcher, choose this purposive testing strategy in light of the fact that a specialist is working.

3.6 Data collection method

Data are the proof that a specialist gathers so as to reveal insight into the specific inquiry the individual in question posed. Information accumulation strategies help the scientist to gather fundamental data concerning the examination. The information accumulation strategy alludes to procedure utilized in gathering of information (Enon, 1998). Data gathering strategies that were utilized in this study is samples, meetings and narrative surveys.

As indicated by Bryman (2001), any other method is important better than each other Patton (1990) emphasis, no single research system is sufficient in get-together the required information the noteworthiness of utilizing a mix of information accumulation strategies by keeping up it. The study instruments counter-check and support one another (triangulation) the utilization of more than one technique which it empower.

3.6.1 Questionnaires

A questionnaire is when respondent answer a minimal number of questions which. It is a method of gathering self-reported information from respondents through self-administration of questions (Simba, 2011). Questionnaires may be obtained in either open ended or closed ended questions or both. Closed ended questions elicit structured responses when asked. The open-ended questions give freedom to the respondents and give unprompted opinions to answer in their own words. In this study the questionnaire were used because large sample can be made of use which results in more reliable information. And this method is very wide and allows the researcher to collect appropriate and enough data from the employees.

Both closed and open questionnaires were deployed for this study. The researcher assess if the respondents understand the questions pre-tested the questionnaire too and captured the information needed and to see the questions. The researcher constructed simple and short closed ended questionnaire, which have not affected the cooperation between respondent and the researcher (Kothari, 2004).

3.6.1.1 Pre-testing of the Questionnaire

Samples have been pre-tried before being utilized. The point was to test whether the instrument would inspire reactions required to accomplish the exploration destinations, to test whether the substance of the instrument is pertinent and sufficient, to test whether the wording of inquiries is clear and fit to the comprehension of the respondents and to create suitable technique for over seeing the instrument with reference to handle condition (Krishna, 2006). Likewise pre testing evaluates whether the inquiries are clear, explicit, responsible, inter connected and considerably pertinent (Punch, 2000). Some ambiguous questions were removed and others to be re-phrased. After revision, the questionnaires will be duplicated ready for use.

3.6.2 Interview

Interview is generally utilized strategies for social occasion subjective information. It is a deliberate cooperation where in one individual is attempting to acquire data from another (Gay, 1987) and it enables the scientist to explain the ambiguities, where proper, however it is tedious and henceforth can't be utilized in huge examples (Leedy & Armrod, 2001). The examination permits more prominent profundity than is the situation with polls semi-organized meeting in light of the fact that is utilized these methods, specialist and the respondent. (Patton, 2002)

The study used semi-structured interview so as to assemble data from the officials in the Municipal. The officials were asked question from the interviewing guide the obtained information was used more in clarifying the findings that were prepared in advance. The answers were recorded by pen and a paper.

3.6.3 Secondary data

Secondary data are the ones which have already been collected by someone else and have already been passed through the statistical process. The researcher's secondary data might be unacceptable or may be in adequacy with regards to the issue which the specialist wants to study. It is very careful in using these secondary data because it is just possible (Kothari, 2005).

The researcher collected secondary data from Municipal council, Lawson system report at May, 2019, journals books, magazines, and research report and internet source.

3.7 Data analysis

Both quantitative and qualitative data were collected through documentary review, questionnaires, interview and. Qualitative data analysis extract relevant information as subjected to content analysis. As indicated by Mwiria (1995), content survey is a qualitative way so as to quantify factors and strategy used to break down correspondence data in an efficient, objective.

Quantitative information then again, are sorted and exhibited in various structures, for example, pie outlines, forbidden structures, histograms, frequencies and (Orodho&Kombo, 2002). Instruments, for example, exceed expectations, SPSS and others can help the procedure of information examination and introduction.

Qualitative data were presented in form of Percentages were then calculated for easy interpretation when they are likely to be related to research tasks in graphic forms descriptive statistics and descriptive tables. The information generated was presented in description and tabular. Information that could not be quantified subjected to content analysis.

3.8 Ethical Considerations

Moral reviews included tolerating to standards of social qualities and logical examination when directing an exploration. As per Omari (2011), moral issues are fundamental, in addition to other things, pursues National guidelines which guide the exploration undertaking, and looking for educated assent from research members.

The researcher met heads departments and sections to familiarize him and the purpose of the study. Employees who were sampled equally acquainted with the aim of the study before they have to be urged to voluntarily take part in the interview.

3.9 Validity and Reliability of the Data

3.9.1 Validity of the Data

Welman and Kruger (2001), describes validity as a system that guarantees that the procedure executed to gather information has gathered the proposed information effectively.

Validity refer to degree to which an exact measure enough mirrors the genuine significance of the subject under analysis (Babbie, 1995).To guarantee the information procured to be legitimate in this examination; the accompanying advances must be taken. A broad writing audit, meeting and self-directed poll overviews will be led (Blancher and Durrheim, 1999, Gunn, 1994, Finn et al, 2000). Interview guidelines were generated in conjunctions with the field worker. This ensures that the interviews focus particle the topic under investigation and the purpose of the study to be clearly explained to the respondents and issues concerned to be resolved satisfactorily. The procedure of the interview was explained to the respondents.

In conclusion, respondents have to be assured of anonymity and confidentiality especially their names to appear in the text. This will encourage frankness during the interview.

The above steps ensured that the multiple sources of data collection such as literature, interviews and questionnaire to be conducted under conditions and in an environment acceptable to the respondents and therefore ensured that the process and findings was truth worthy and valid.

3.9.2 Reliability of the Data

Reliability refers to the accuracy and consistency of information obtained in a study and the term is most associated with the methods used to measure research variables, Polit and Beck (2004). In surveys, reliability problems commonly result when the respondents do not understand the question, are asked about something they do not clearly recall, or asked about something of little relevance to them, Fisher and Foreit

(2002). The use of a face-to-face interview and the use of a structured questionnaire were some of the methods used to improve reliability in this study.

CHAPTER FOUR

RESERACH FINDINGS AND DISCUSIONS/ANALYSIS

4.0 Introduction

This study examined the challenges of recruitment function in LGA in Kinondoni Municipal council particularly focused on the roles of Local Government Authorities (LGAs) in the recruitment function and the challenges encountered by Local Government Authorities (LGAs) in implementing their roles in the recruitment function. 100 respondents within the Municipal, Data was collected from them, using questionnaires, interviews and document analysis techniques. The data was analyzed using percentages, pie charts, bar graphs and frequency distribution tables. The researcher grouped the data in accordance to questions and the research objectives.

4.1 Demographic characteristics of Respondents

Table 4. 1: Demographic characteristics of Respondents

S/N	Variable Name	Variable categories	Frequency	Percentage (%)
1	Gender	Male	10	59
		Female	7	41
2	Age	20-29	1	6
		30-39	8	47
		40-49	4	24
		50 and over	4	24
3	Education level	Certificate	1	6
		Diploma	8	47
		Degree	4	24
		Masters	4	24
4	Marital status	Single	7	41
		Married	10	59

Source: Field Work, 2019

The overall sketch of respondents associated with this examination involved sexual orientation, age, training, and marital status as summarized in table 4.1. The survey had 17 respondents of which 59% were Males and 41% were Females. This means

that most respondents recruited and selected in Kinondoni are Male. In terms of Age 6% had 20-29 years, 47% had 30-39 years, 24% had 40-49 years and 24% had 50 and above years.

The level of education ranged from certificate to master degree. Majority of respondents 47% had diploma education followed by 24% who had certificate and degree level of education while minority of respondents 24% had masters level of education. In terms of marital status 41% were single and 59% married.

4.2 The roles of Local Government Authorities (LGAs) in the recruitment function

Employees and officials (head of departments, head of sections, councilors) were approached to give their perspectives on the roles of Local Government Authorities (LGAs) in the recruitment function. The information they provided is as follows:

During the interview with the officials from Kinondoni Municipal Council concerning the roles of Local Government Authorities (LGA'S) in the recruitment function, the participants mentioned the following: in previous times, LGAs in Tanzania were performing some recruitment function as specified in the Local government Reform Paper of 1998 (LGRP) like conduct human resource planning, planning a budget for recruitment function, advertisement in mass media and notes board, screening/short listed of applicants, call for interview, conducting orientation in order to adopt the organization culture, conducting promotion and retirement issues, but in the 2000's, the autonomy of the LGAs in Tanzania in the recruitment function were taken by central organs especially when the government introduced the **Public Service (Amendment) Act, 2007 Section No.29** The aim of the Secretariat is to help enrollment of employees in the Ministries, Independent Departments, Executive Agencies (MDAs) and other Public Institutions.

Findings from the field indicate that, LGAs nowadays are not able to perform their roles effectively as stipulated in the LGRP because the central organs are the ones which conduct advertisement in mass media, screening/short listed of applicants and

call for interview while the LGAs acts as the receivers of the new employees recruited from the central organs.

It was further revealed that The Public Service Recruitment Secretariat (PSRS) always interffered the internal matters of the local government such as advertising and screening of employees while the LGA plays the role of conducting promotion among the recruited employees, preparing person emolument (PE), conducting job orientation, disciplining of the employees and sometimes making termination of the employees.

One employee from the HR department had this to say, nowadays most of the LGA in Tanzania do not have the power to advertised and screening of the employees since the establishment of the PSRS in 2007, he further added that the LGA just received the recruited personnel from the PSRS while before the establishment of the PSRS, LGA had a full autonomy in recruiting the personnel (interview, 2019).

Questionnaires from the employees from the District had similar responses on the roles of Local Government Authorities (LGAs) in the recruitment function but with slight variations. They said that in the previous time, the local government employment board which was responsible for all issues related to the recruitment function within the District councils in Tanzania, but nowadays the local government employment boards is still working in the councils with minimal autonomy than before the establishment of Public Service Recruitment Secretariat (PSRS).

Findings from the field show that there was interference of the PSRS in the LGA function especially in the recruitment process and this hinders the effectiveness of the LGA autonomy.

The board is there, but the board can no longer able to perform some works, which were performed early like advertising, screening of the applicants. Specifically, Act No.6 of 1999 provides for:

The gatherings position to utilize and deal with their employees; The committee's position to affirm their arrangements and spending plan and be responsible to them; New relations among focal and neighborhood government, by rethinking the job and idea of the Regional, henceforth abrogating the current direction and control relations; Establishment of new award arrangement of square awards and adjustment allows; An arrangement of participatory vote based system, responsibility and straightforwardness in the lead of chamber undertakings ;and Mechanism for devolution of forces ,capacities and assets from vital to nearby government and room higher to lower dimensions of neighborhood government.

Meeting with one councilor disclosed that, the job of LGA these days in the enrollment capacity has been taken by PSRS, he keep expressing that, nowadays at the LGA even the lower unit like cooks segment and drivers are selected by the PSRS (Interview, 2019).

The findings concur and presented above with the local government reform paper of 1996. So the general local government into organs that are autonomous, aim is to transform strong and effective that derives legitimacy democratically through effective service delivery to the people, as well as participatory increase in order to mainstream the local needs and priorities. Also the paper stresses that administrative decentralization that involves de-linking local authority staff from their respective ministries and procedures for the establishment of local payroll. Thus, local governments have to recruit their own personnel, organized in a way decided by the respective councils in order to improve service delivery. The advantage of administrative decentralization is that it will enable local government to recruit adequate staff with required competencies, capable of delivering qualitative and quantitative services.

4.2.1 Kinondoni Municipal Council Experience

The finding shows that Kiondoni Municipal Council has Employment Board as to Act. 8 of public service of 2004, They are positioned for facilitating appointment of public servants of LGAs within the local government authority, other than those

appointed by the president and the minister responsible for local government like District Executive Directors (DEDs). The employment board is answerable to the local government.

Authority and guided by formal directives issued to it by the commission and the local government authority.

The body component of the local government employment board is made by the following figures:-

- (i) The chairman who is appointed by the LGA from amongst people who are ordinary resident in the area of jurisdiction of LGA. The person must be knowledgeable in personnel management or public administration or law.
- (ii) One member among the councilors, but should not be the LGA chairman.
- (iii) The District Administrative Secretary (DAS) or his representative.
- (iv) An expected from the relevant Regional Secretariat responsible for local government matters.
- (v) A representative from the public service commission
- (vi) The head of department responsible for personnel matters in LGA and this one used to be the secretary whatever official meeting of the local government employment board in the quorum condition of three members.

The above members are given oath before entering upon the exercise of the functions of their office and they take responsibilities of the office for long period not exceeding five years as it relies and the dissolution of the LGA.

In case of any arising matter, the local government employment board may invite any person who is not a member to participate in the deliberations of the board; such person does not have a right to vote.

The local government employment board has the powers to regulate its own proceedings and the decisions are made in the convened meeting and the minutes are signed by the chairman and secretary of the meeting and established by the panel at the next gathering and All of the times the council employment board:-

- (i) Observe the public service management and employment policy, schemes of service and guidelines issued by the commission and the LGA concerned.
- (ii) Abide by principles of equality and transparency I staff appointments and abstain from being influenced by anybody outside the board.
- (iii) Observe principles of equal opportunity to all, including gender equality.

The running expenses of the local government employment board are upon the LGA concerned.

The study findings in the Municipal show that in 2017/2019, 54 personnel who passed the interview conducted by the secretariat and subjected to report at the Municipal, they did not do so until now because the area of interview is quite differently from the area where they were supposed to recruited just because of fear of hardship environment (PSRS, 2019)

Table 4. 2: Personnel requirements due 2017/2019

Cadre	Requirement	Present staffs	Deficit	Permit
Ward executive officer II	6	12	10	5
Community development officer II	36	6	30	2
Assistant community development officer II	68	0	68	4
Internal audit II	5	3	1	1
cultural officer II	2	1	1	1
Committee clerk II	1	0	1	1
Vertenary officer II	1	0	1	1
Agricultural extension officer II	1	0	1	1
Water engineer	1	0	1	1
Election officer	1	0	1	1
Bee officer II	1	0	1	1
Social welfare II	4	2	2	2
Game and sports officer	1	0	1	1
Nutrition officer II	1	0	1	1
Nurses II	40	05	35	6
Medical attendant (mortuary unit)	3	0	2	1
Assistant health environment II	66	1	67	2
Medical attendant	21	17	4	2
Assistant clinical officer	39	14	15	4

Source: Kinondoni Municipal Human Resource Memorandum 2017/2019

From table 4.2 above the permit were not effective within financial year 2017/2019 with no season from PSRS and thus the approval went as far as next financial year. The Kinondoni Municipal Council authority did not have the required human resources at a time as a result the council faced a big load in providing services to the council Beneficiaries and hence poor performance. Bad enough some of the cadres did not report up to now like Ward Executive Officers II (5), Community Development officers (2), Assistant Community Development Officers II (4), Committee Clerk (1), Water Engineer (1) Social Welfare Officer II (2), Nutrition Officer II (1) and Assistant Health Environment Officer II (2).

4.3. The way councils (LGAs) implement their roles in the recruitment function

4.3.1 The way councils (LGAs) implement their roles in the recruitment function identified by employees

Majority of the respondents 35(44%) of the employees said that minimal interference with PSRS was the major way through which councils (LGAs) implement their roles in the recruitment function, 15 (19%) said that LGA to have a full autonomy and Minimal central-local relation respectively, others 10 (12%) of the respondents said that the tendency of central government and PSRS should be minimal in interfering the internal matters of the LGA function especially in the recruitment function.

Before the start of the reform, two policy papers were initiated by central government; that is local government reform agenda in 1996, and local government policy paper (1998). Earlier local government reform had been one of the components of civil service reform program launched in 1993. The government started to reform local government based on the argument that the central government cannot be successfully reformed without reforming local government (Rugumamu, 1998).

The main objective for the reform has been to improve services in qualitative and quantitative terms, and the strategy to achieve the above objective is through decentralization by devolution as they will be assessed in literature review.

The main principles of the reform were pointed out in the government policy paper on local government published in October, 1998 such as: - Improving financial and political accountability, security of finance for better public services and creating new central local government relationship based not on administrative fiat but on legislation and negotiations (URT, 1998).

4.4 The challenges encountered by Local Government Authorities (LGAs) in implementing their roles in the recruitment function

Respondents were asked to categorise the challenges encountered by Local Government Authorities (LGAs) in implementing their roles in the recruitment function. Five challenges were mentioned by the respondents. These includes:

conflicts of interest between politicians especially the councilors, lack of full autonomy, interference from the central government, labour turn over and delay of recruited personnel from the PSRS were the challenges encountered by Local Government Authorities (LGAs) in implementing their roles in the recruitment function.

Results indicate that, 9 (53%) of the respondents said that lack of full autonomy among the LGAs in Tanzania has been a major challenge towards implementing the recruitment function, interference from the central government 5 (29%) was also considered by the respondents to be the challenge hindering effective implementation of recruitment function within the LGAs and Labour turnover was supported by 3 (18%) as the challenge encountered by Local Government Authorities (LGAs) in implementing their roles in the recruitment function.

It was noted that sometimes the councilors in the District can have their own influence towards the recruitment process in the District, it was also discovered that most of the recruited personnel are not staying for a long time in the District due to various factors.

Kransdorff (1996) states that one of the most well-known reasons given for leaving the association is the accessibility of higher paying employments, and that lowest pay permitted by law laborers leave their association for another that pays more. Schrecker and labonte (2004) points out that workers are regularly eager to leave their posts for higher pay anyplace.

It was observed that, during the financial year 2017/2019, Kinondoni Municipal Council deserved to employ 95 new employees, but the permit was not delivered due time till when it was expired as a results the council failed to get the personnel to cover the gap, hence the performance of the council was in question because the council missed the required personnel (Source, DED remarks on the letter ref; CDC/S.10/39 / VOL.11/27 of 4/02/2019)

Table 4. 3: The challenges encountered by Local Government Authorities (LGAs) in implementing their roles in the recruitment function

The challenges (N=17)	Frequency	Percent (%)
Conflicts of interest between politicians especially the councilors	3	18
Lack of full autonomy	7	41
Interference from the central government	03	18
Labour turn over	02	12
Delay of recruited personnel from the PSRS	02	12
Total	100	100

Source: Field Data, 2019

Thus, these central government tendencies indicated that local government as an institution closest to the people had inadequate element of autonomy in various matters such as financial and administrative matters which contributed to local authorities service delivery and poor performance.

4.5. Chapter Four Conclusion

The chapter to a great extent successfully responds to the research questions put forthwith in chapter one on relationship between central and local government and how it affects recruitment of staff in LGAs: It is from the general assessment of the data obtained from both the field and library it is concluded that that LGA perform recruitment function in the respect manner as to the directive of central government like conducting orientation, promotion and considering retirement issues in the area of LGA jurisdiction. From the findings, it can be concluded that some components of the recruitment function are strongly performed by LGAs, other than advertising, short listing, selection and calling for interview for new employees the work which is done by Public Service Recruitment Secretariat (PSRS).

CHAPTER FIVE

DISCUSSION OF FINDINGS

5.1 Introduction

This part take into the consideration the objective of study and finding of the study discussed. The purpose of the study was to examinethe relationship between central and local government in Tanzania and how it affects recruitment of staff in the LGAs, Kinondoni Municipal Council used as case study. The study was successful done due to the facts that specific objectives led researcher to extract questions which are related to what are supposed to being gathered in field area. Based on the research questions the following are observed:-

5.1.1 The roles and position of Local Government Authorities (LGAs) in the recruitment function

Both employees and officials under study are convinced that LGA were autonomous in the enrollment function, human resource planning, planning a budget for enrollement function, advertisement in mass media and notes board, screening/short listed of applicants, call for interview, conducting orientation in order to adopt the organization culture, conducting promotion and retirement issues were done by the LGAs with the help of the local government board within the District/Municipal, from the findings, it can be concluded that some of the recruitment function are now performed by LGAs like conducting orientation, conducting promotion and retirement.

From the survey findings, it was noted that there was a problem of lack of autonomy in human resource control and management to the councils which contributed to poor performance of the local despite the implementation of administrative decentralization reform in Tanzania.

There had been frequent central government interference in human resource control, utilization and management of the council as supported by many respondents and Councils'. The study therefore, is of the view that the practice of human resource decentralization to local councils in Tanzania does not complement the devolution of the functions to local council particularly the delivery of human resource recruitment.

The Nyalali Commission Report of (1992) also observed that local authorities were not autonomous and therefore recommended that Local Government Authorities be given more freedom and autonomy for their proper functioning. The central government was required to limit its tight control over government in respect of financial management and utilization and other matters.

5.1.2 The way councils (LGAs) implement their roles in the recruitment function

Local Government Authorities (LGAs) as organizations have formal ways of implementing their roles in the recruitment function. During the study of this research, a researcher found that there must be minimal interference with PSRS when conducting recruitment function, it was further concluded that LGA must have a full autonomy and Minimal central-local relation respectively and this would enhance LGAS in Tanzania to implement its roles effectively. Rugumamu, (1998) found that, the government started to reform local government based on the argument that the central government cannot be successfully reformed without reforming local government.

5.2 The challenges encountered by Local Government Authorities (LGAs) in implementing their roles in the recruitment function

On the issue of challenges, the study conclude that many LGAs in Tanzania were encountered by lack of full autonomy, interference from the central government and Labour turn over. It was further stated that the central government apart from interfering the administrative matters of LGAs, it also interferes even in financial

matters; therefore Local Government Authorities should be given more freedom and autonomy for their proper functioning like recruiting the staffs and financial matters. Thus, administrative decentralization reform continues to be better in theory but not effective in practice. Hence, despite administrative decentralization reform, local governments still suffer from central government interference and lack of human resource control autonomy which cause LGAs not to implements its activities.study done by Ngware and Haule (1992).

5.3 Conclusion of the Study

The results obtained above correspond with other studies done. Thus, these central government tendencies indicated that local government as an institution closest to the people had inadequate element of autonomy in various matters such as financial and administrative matters which contributed to poor performance of local authorities service delivery.

CHAPTER SIX

SUMMARY, CONCLUSION AND RECOMMENDATIONS

6.1 Introduction

This chapter finalized a summary of the present study; it also provides some recommendations according to the research objectives. Also this chapter covered summary of the study, finalized of the study, recommendations of the study and areas for further study of various measures which would be useful for the improvement of recruitment of staff in the LGAs.

6.2 Summary of the study

6.2.1 Summary of the Study

This study on the relationship between central and local government in Tanzania and how it affects recruitment of staff in the LGAs, Kinondoni Municipal Council used as case study. A total number of 100 respondents participated in the study. In Chapter Two, the study was guided in theoretical, empirical and literature review related of the study, in theory related to the study were Principal Agent theory belief that the central as an agent is empowered continuously to be responsive to the local government authority(principals) needs, that is, to recruit employees when scarcity do arise; in fact the government is never fair or neutral, it favors some categories of local government and itself has its own interests which affect local government as the principals. These theories reflect direct to recruitment function in Local Government. The empirical studies for both developed and developing countries have shown that the recruitment function still a challenge.

The experience that reveals in relation to central government and LGAs as I studied in my research is that the central government usually disseminates standing order, policies and guidelines pertaining human resource issues in LGAs. Likewise, some of the central decision do not match the LGAs' environment and hence not

supportive to LGAs human resource development. So the LGAs continually have had missing the required qualified officers or technicians demand.

Chapter Three focus on the research design and methodology. As already explained, this study was conducted at the Kinondoni Municipal council. The information and data were obtained from 100 employees who formed the study sample. These employees were taken different departments included three head of departments, accountants, human resource officers and other departments. The instruments used to collect primary information and data from the sample included individual structured interview questions as well as observations. Secondary data were collected through documentary reviews. Both qualitative and simple quantitative analytical methods were used in the analysis of obtained information.

6.3 Conclusion on chapter six

It is clear that the centralization of enrollment has attempted before issues relating to issues of decentralization enrollment structure, for example, partiality, degenerate practices by work board individuals, political impedance and inadequacy of those possibility to achieve chamber destinations. With the enrollment secretariat, it has turned out to be exceptionally hard to pay off for one to procure a position. There are no favors or "the specialized know who" in determination of staffs to be selected. The determination is finished basing on benefits one has appeared during the meeting to get exceedingly qualified staffs that are uncommon to acquire as each association would battle to win them.

In spite of the wonderful upgrades made by the administration through the centralization of enrollment and determination process, the centralization of enlistment has gotten new issues, for example, disappointment of rustic presenting on some new workers designated to country regions taking a case of representatives in the training and wellbeing areas. A long bureaucratic choice on enrollment premise in those capacity choices include various degrees of basic leadership and bunches of funds to work and mavericks to recently presents due on absence of individual credits explicit to hierarchical needs separated from individual needs.

This has made the vast majority of representatives to demand for exchange grants to proceed to work for associations of their decisions. All these above influence execution of neighborhood government experts as HR are the significant asset in nay association to succeed.

Because of the above difficulties acquired by the centralization of enlistment and determination process, the administration needs to address these difficulties and discover answers for them.

6.4 Implications of Findings

The implication of the study is observed into one stream of the theory and policy relating to the recruitment function and it is from this perspective that the inference from the study is given impetus to make the improvement of recruitment in Tanzania. The following are explanation on it;

6.4.1 Theoretical Implications

The central as an agent is empowered continuously to be responsive to the local government authority(principals) needs, that is, to recruit employees when scarcity do arise; in fact the government is never fair or neutral, it favors some categories of local government and itself has its own interests which affect local government as the principals. There is abundant evidence that governments throughout history and throughout the world do not do what they are supposed to do. Always government officials will take the upper hands for their own benefits (Waterman, et al. 1998).

The application of agents in the public sector service delivery is complicated *inter alia* by the presence of multiple principals. Thus, Hughes states (of the public sector scenario) that it is hard to figure out who the principals are, or find what they genuine need.

The principals, the managers, of the open administration are the whole open, however its interests are diffuse to such an extent that compelling control of the specialists the open administrators is probably not going to be powerful.

A major problem concerns the difficulty of getting the agent to operate accountably and committed in the interests of principals. This concern stems from the divergent and even conflicting interests of principals and agents and also because of information asymmetry, with agents often having an upper hand because they tend to be more informed than the principals.

This implies because of the lack of pressure from the local government authority (service users), the public agents (professionals) are likely to deliver services they consider appropriate. In other words they will have little or no force to deliver services demanded by the local government authority.

Also, because of weak regulatory and supervisory capacity of a principal, agents may engage in moral hazard to satisfy their own interests, as suggested by public choice theory, especially if they calculate that there is low risk in so doing.

The experience that reveals in relation to central government and LGAs as I studied in my research is that the central government usually disseminates standing order, policies and guidelines pertaining human resource issues in LGAs. Likewise, some of the central decision do not match the LGAs' environment and hence not supportive to LGAs human resource development. So the LGAs continually have had missing the required qualified officers or technicians demand. In this case LGAs should be given power or mandate to recruit the willing qualified human resource to work in LGAs who will be accountable to LGAs as it was before the re establishment of PSRS. Not only that lower cadre like Ward Executive Officers, Village Executive Officers, drivers, watchmen, cooks, personal secretaries should be under mandate recruitment of LGAs. The monopoly of PSRS cause big load for them to recruit candidates from all corner of Tanzania and as a result does not support LGAs who are the beneficiaries of recruited personnel.

6.4.2 Policy Implications

The policy suggests the Legislature of Tanzania to visit the business approach and different arrangements to enrollment issues. Approach update will empower the administration think of laws that suit our condition.

Among the issues raised was dissatisfaction of employees especially those posted in rural areas. In most cases, the employees who tend not to be satisfied with rural working environment are those working in the health and education sectors. When advertising for teaching posts or any other posts in local government authorities, let the applicants be free to choose LGAs of their choices and work there. For the areas where candidates are not highly motivated or encouraged to apply, a question should be why? Whatever reasons to those questions are, solutions have to be found and worked for. Job satisfactions and dissatisfactions are barometers of employees' adjustment to work. They may lead to something worse like job mobility, job loss, accidents and interpersonal problems which will not be good for the development of the organization.

Local Government Authorities may likewise give work job stability. There ought to be a difficult domain, as the activity structure ought to contain even just as vertical development. Likewise, the association must ensure that the activity ought to give enough extension to the workers as far as advancement. As the obligations of boss in government association stay same, workers feel tired, so association ought to give an variety of occupation duties and sufficient open door for intermittent changes in obligations, just as to deal with the reason for disappointment among government representatives is their association with directors.

Along these lines, managers must have a reasonable association with their workers to keep them fulfilled to lessen the issue of centralization enrollment.

The government has to learn from other countries with similar environment on the recruitment approaches they have adopted and how they implement them. In some developed countries like Japan, prefectures have absolute powers to decide on human resources issues as independent local governments. Once employed, one is not allowed to request for transfer to follow a spouse or on whatever reason. Similarly, the government should allow married couples stay together by giving transfer permits even if it is at their own costs.

To overcome the problem associated with time factor, the government has to shorten the time taken for permits to be issued. Permit issuing has budget implication. It is high time for the government to be certain on specific time that permits will be issued and let the employers be aware of it. On the other hand, the recruitment secretariat has to be empowered with finances and enough human resources in order to speed up recruitment and selection because we are aware that the current number of staffs is not sufficient compared to the work to be accomplished.

Currently, Local Government Authorities are authorized to fill vacancies for about 22 selected posts which the government believed that such applicants could be obtained from the local population. Since this approach seems to be effective, the government should conduct research on this to find out more if similar approach can be used to recruit in other post. To my opinion, this approach has been effective because there are changes made in the Public Service Act No. 8 of 2002 amendment No 18 2007 which has brought in the Recruitment Secretariat as a member in local government employment boards. The role of the secretariat as a regulator and overseer on rules and regulations during recruitment are adhered to. These changes have minimized to a larger extent the criticisms made over local government employment boards.

6.5 Limitations of the study and suggestions for further research

A local government institution in Tanzania is a multidimensional institution that provides services in political, social, economic, technological and cultural aspects which need further research .It has many problems to be researched. More studies are required in examination and assess various components of the reform in different Local Government Authorities in Tanzania. This study mainly concerned with only one of the components of the reform that is administrative decentralization reform and its effects in performance of Local Government Authorities particularly in recruitment function. Therefore, there is a need to conduct many studies as possible to assess other aspects of reform, such as political, financial, functions decentralization reform and other aspects which have not been considered in this study, to assess to what extent the implementation of the reform process has affected

performance of human resource. For that case the following are the areas recommended for further researches. One among many areas researcher may conduct study on the same research on other local governments in Tanzania so that to have comparative analysis whether administrative decentralization reforms have improved recruitment function in other municipalities, District and city councils.

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APPENDICES

APPENDIX I: QUESTIONNAIRE TO BE RESPONDED BY STAFFS.

Dear Respondent

This questionnaire have prepared for the purpose of collecting data concerning my research study titled' *examine the relationship between central and local government in Tanzania particularly how it affect Recruitment af staff in LGA's*''aims to collect data for partial fulfillment of the requirements for the award of Master of Science in Human Resources Management that is offered by Mzumbe University''. Your contribution in making the study successful will be highly valued. I assure you that your personal information will be handled confidentially and in top-most secrecy.

PLEASE NOTE: Be very clear and keen you name should not appear anywhere in this document.

PERSONAL DETAILS:

Please tick against most appropriate answer

1. Gender:

(1) Male ☐

(2) Female ☐

2. Age: (1) Below 18 years ☐

(2) Between 18- 40 years ☐

(3) Above 41 years ☐

3. Education Level

(1) Ordinary/Advanced Diploma ☐

(2) Degree ☐

(3) Masters/PHD ☐

4. For how long have been working in this organization.....

5. What is your professional carrier.....

6. What is your position

7. How many years have your been working in the current position,

8. Do you think that LGA implement its role effectively?

(i) Yes

(ii) No

If your answer is yes/no , specify.....

9. What are the role and position of LGA in the recruitment function?

(i).....

(ii).....

10. Are the LGA have autonomy in implementing its recruitment policy?

(i) Yes

(ii) No

If your answer is yes/no , specify.....

11. Do you think maximal central government interference have led LGA not to implement effectively its recruitment policy?

(i) Yes

(ii) No

If yes/no , comment.....

12. What are the reasons for council (LGA) implement the roles in recruitment function?

(i).....

(ii).....

13. What are the challenges encountered by LGA in implementing their roles in the recruitment function?

(i).....

(ii).....

14. How do you advertise the vacant in your organization (please tick where appropriate)

- 1) through magazine/news letter ☐
- 2) online advertisement ☐
- 3) internal the organization advertisements' ☐
- 4) notice on the boards ☐
- 5) television and radios ☐

15. What are the main specification/qualification which are included in your advertisements (please tick were appropriate)

- 1) job description and specification ☐
- 2) jobs qualification ☐

16. Time given for the collection of applications from the Applicants since the first advertisements'

- 1) less than 2 weeks ☐
- 2) more than 2 weeks ☐

17. What are the main application procedure given to the applicants

- 1) online application ☐
- 2) manual application through box ☐
- 3) both online and manual ☐

18. While reviewing the application from the applicants, what are the main areas of concentration for qualification?

- 1) experience ☐
- 2) education qualification ☐
- 3) demographic characteristics i.e. age, appearance ☐
- 4) it depend on the position ☐
- 5) the time you receive application ☐

13. What is the initial means of communication given to those applicants qualified for the interview?

- 1) calling them by mobile
- 2) writing to them email
- 3) short listing on the notice board
- 4) short listing on the newspaper
- 5) Others (please specify).....

19. How many interviews are being conducted for these applicants after being contacted

- 1) only one
- 2) two interviews
- 3) more than two interviews

20. What are the kind of interviews being given to these applicants, Please mention in order

.....
.....

21. If you find all candidates unqualified/qualified what are the measure taken by you/your organization to find the best candidate(please explain)

.....
.....

22. Had you recruited employees attended any kind of training since being employed by your organization?

- 1) Yes
- 2) No

23. If YES to the question 16 Above please specify the kind of training they have attended since being employed

.....
.....

24. For the recruited candidates what are their level of performances'

- | | |
|--------------------------------------|----------------------|
| 1) Poor compared to expectation | <input type="text"/> |
| 2) The same as to the expectations | <input type="text"/> |
| 3) High compared to the expectations | <input type="text"/> |

25. What are the measures taken to the candidates who perfume under/above the standard?

Over performance

.....

Underperformance

.....

26. Are the jobs descriptions and specification given to these candidates appropriate compared to their academic qualifications

- | | |
|--------|----------------------|
| 1) Yes | <input type="text"/> |
| 2) NO | <input type="text"/> |

27. What are the main reason for under/over performance in the recruited personnel in your organization (please mention)

- | | |
|----|-------|
| 1) | |
| 2) | |
| 3) | |

28. Please explain anything concerning the process of recruitment at you organization

.....

.....

Thank you very much

APPENDIX II

QUESTIONNAIRE FOR EMPLOYEES

RESEARCH TOPIC: *The relationship between central and local government in Tanzania particularly how it affects recruitment of staff in LGAs: a case of kinondoni Municipal council.* Be assured that your personal information will be handled confidentially and in top-most secrecy, and no one will be able to tell that you provided any information *Thank you for your understanding, time and cooperation.* Your contribution in making the study successful will be highly valued. Please tick where appropriate:-

1. Your Gender:

(1) Male ☐

(2) Female ☐

2. Your Age:(1) Below25 years ☐

(2) Between 25- 39 years ☐

(3) Above 40 years ☐

3. Level of ducation .

(1) Secondary education ☐

(2) Diploma level ☐

(3) A diploma/degree holder ☐

(4) Masters/PHD ☐

4. What is your professional carrier

5. Up to date what is your current position

6. What are the role and position of LGA in the recruitment function?

7. Are the LGA have autonomy in implementing its recruitment policy?

8. Do you think maximal central government interference have led LGA not to implement effectively its recruitment policy?

9. What are the reasons for council (LGA) implement the roles in recruitment function?

10. What are the challenges encountered by LGA in implementing their roles in the recruitment function?

11. Do you think your area of interest/career match exactly with what your doing now at this organization?

1) Yes ☐

2) No ☐

12. had you ever being employed previously before joining to this organization

1) Yes ☐

2.) No ☐

13. If YES to the question above then what was your lastly job position

.....

14. How many years do you have working in this organization (current organization)

.....

15. What had makes you preferring this organization and not others/previous organization?

.....

.....

16. Where did you get information about the job vacancy of your current position

1) magazine/newspaper ☐

2) just guesing ☐

3) from friend who works there ☐

4) I am not sure ☐

5) Others (please be brief).....

8. Did you apply for your current position before you were recruited?

- 1) Yes ☐
- 2) No ☐

17. If NO to the above question 8 please explain how it is necessary that you been employed here without applying,

.....
.....

18. If you applied for your current position, then can you tell us it was after how long since you sent your application and being called for the first time/receiving feedback from the organization

- 1) less than 2 weeks ☐
- 2) 2 to 4 weeks ☐
- 3) 1 to 2 months ☐
- 4) More than 4 months ☐

.....
.....

19. How many interviews had you done in the process or recruitment before being recruited in this organization

20. Do you know anything about job description and specifications?

- 1) Yes ☐
- 2) No ☐

21. If YES to the question 15 above then explain what is it and how it help you in the whole process of recruitments in this organization

.....
.....
.....

22. Can you explain your level of performance in this organization?

- 1) poor compared with expectation
- 2) the same as expected
- 3) high compared with expectation

23. Due to your facts what are the main reasons for this performance in your organization?

- 1)
- 2)
- 3)
- 4)
- 5)

24. Please tell us anything about the process of recruitments and the job performances

.....
.....
.....

Thank you very much