

**CHALLENGES OF IMPLEMENTING D BY D TO THE LOWER LOCAL
GOVERNMENTS (LLGs): A CASE OF SELECTED WARDS IN
MOROGORO MUNICIPAL COUNCIL**

**CHALLENGES OF IMPLEMENTING D BY D TO THE LOWER LOCAL
GOVERNMENTS (LLGs) IN TANZANIA: A CASE OF SELECTED WARDS IN
MOROGORO MUNICIPAL COUNCIL**

By

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**A Dissertation Submitted in Partial Fulfilment of the Requirements for Award of
the Degree of Master of Public Administration (MPA) of Mzumbe University**

2013

CERTIFICATION

We, the undersigned, certify that we have read and hereby recommend for acceptance by the Mzumbe University, a dissertation/thesis entitled **Challenges of Implementing D by D to the Lower Local Governments (LLGs)**, The case of selected wards in Morogoro Municipal council in Partial Fulfilment of the Requirements for Award of the Degree of Master of Public Administration (MPA) of Mzumbe University.

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DEDICATION

I would like to dedicate this work to my beloved parents Mr. & Mrs. Benard Haule and my wife Mrs. W Haule. Both have been enhancing me to get the education, a key of life. However, this work should be especially dedicated to my supervisor Dr. Wilhelm who assisted me from the first stage of research problem identification, development of research proposal, and tools of data collection, actual data collection and report writing.

LIST OF ABBREVIATIONS

ALAT	-	Association of Local Authorities in Tanzania.
ANC	-	African National Congress
CCM	-	<i>Chama cha Mapinduzi</i> (The ruling party)
CG	-	Central Government
D by D	-	Decentralization by Devolution
IMF	-	International Monetary Fund
LG	-	Local Government
LGAs	-	Local Government Authorities
LGRP	-	Local Government Reform Programme
MMC	-	Morogoro Municipal Council
PPLGR	-	Policy Paper on Local Government Reform
RC	-	Regional Commissioner.
SPSS	-	Statistical Package for Social Sciences
SOPAM	-	School of Public Administration and Management
ULGS	-	Unified Local Government Service
MLGLH	-	Ministry of Local Government, Land and Housing
URT	-	United Republic of Tanzania.
MRALG	-	Ministry of Regional Administration and Local Government.
NRM	-	National Resistance Movement.
WEO	-	Ward Executive Officer
WDC	-	Ward Development Committee
WEC	-	Ward Education Coordinator
MEOs	-	<i>Mtaa</i> Executive Officers

ABSTRACT

The study is about the challenges of implementing D by D to the lower Local Governments in Morogoro Municipality. The study focused on three objectives namely to identify the advantage or expectations from D by D to the lower local level, to explain the success brought by D by D to the lower local level and the last objective was about to analyse challenges faced by the lower local authorities. The study uses a case study design to achieve its objectives. The sampling techniques used in this study were purposive and random techniques. Both primary and secondary data were used. The main sources of information gathered were self-administered questionnaires and structured interviews which were designed to obtain primary data while secondary data were collected through journals, policies, literature and other documented information in the local government. .

The study uncovered that people expected the reform to create environment for mass participation, local authorities to have appropriate autonomy, quality provision of public services, good accountability and transparency of the local government, increasing local government officials' sensitivity to local conditions needs and completion of projects at the right time. In view of success brought by Decentralisation by Devolution it was observed that the program increased community participation, the government is close to the people, there is also autonomy in the ward and *mitaa* compared with before the implementation of the policy as well as conducting local elections and citizen access information easily. However, still there are many challenges such as delay and shortage of funds, low awareness from the community, lack of qualified personnel and limited autonomy because of interference from the upper authorities.

It was concluded that though the decentralisation by devolution to some extent has advantages to the lower local authorities and livelihood of the community, still more efforts are needed so as to yield the required fruits of decentralisation by devolution. The study recommends that early fund allocation from the central government to the local governments under decentralization is very important for quality delivery of services. More seminars and capacity building should be conducted for *Mitaa* Executive Officers and Ward Executive Officers. Development of capacity of local government functionaries, more education to community about decentralization by devolution, proper sequencing of decentralization measures is important for success.

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CHAPTER ONE

INTRODUCTION AND BACKGROUND

1.0 Introduction

This chapter provides background information of the study. Therefore, the part traces back the genesis of the wave of decentralization in Africa and in Tanzania particularly. There has been the movement from centralisation to decentralization and on the other hand from decentralization to centralisation, this movement was influenced by various reasons such as to improve the provision of services.

1.1 Background to the Study

Decentralisation is one of the essential institution reform efforts adopted in less developed countries. In the context of developing countries particularly in Africa there has been a wave from centralization to decentralization in the 1940s and the 1950s when the transition from colonial to African administration was sought (Saito, 2001). In the 1960s new developing countries relied on centralized administrative structures and this rarely brought political liberalism, economic growth and human development (Wunsch & Olowu 1995) .

In the mid 1980's efforts on decentralization resulted in bad experiences with early effort at centralization, not the result of any clarity about the possible results of decentralization (Rondinelli, 1984). Decentralization by devolution is common reform nowadays and is found or adopted in various countries such as Mali, Botswana, Kenya, Uganda and Tanzania.

Before colonization, in Tanzania, local self-governments were based on chiefdoms and sub chiefdoms. In the post-colonial era the local government system starved of resources, was unable to deliver adequate services to the people hence resulted into abolition of local governments in 1972 and favour a more centralized system of government. Under centralized administration, central government and respective

ministries were responsible for administration of basic government services at the local level including primary education and health care. Local governments were re-introduced by the local government act of 1982 (URT, 2005).

During the early 1990s a civil service reform programme was launched, consisting of six components including a Local Government Reform Programme (LGRP). The Local Government Reform Programme aimed at decentralising government functions, responsibilities and resources to Local Government Authorities (LGAs) and strengthens the capacity of local government authorities. Reform of the local government system was initiated in 1996 through a National conference seeking to move “Towards a shared vision for local government in Tanzania” and in October 1998 it was endorsed by the government in its policy paper on Local government Reform (URT, 2005).

Decentralization by devolution currently known as D by D is the government policy of devolving power, authority and resources to the people so as to achieve best services delivery or strengthening local government authorities .Therefore devolution is seen to be more sufficient than any other form of decentralization, because it includes elements of both deconcentralisation and delegation, but it goes beyond these decentralization strategies by recognising the important role that political and fiscal controls play in better satisfying the demand of the beneficiaries of development process.

The D by D policy (1998) states clearly that reforms on local government involves four main areas namely

Political decentralisation: This is devolution of powers and the setting of the rules for councils and committees.

Financial decentralization: Means that the councils have discretionary powers and power to levy local taxes. Financial responsibility is at the core of the concept of

decentralization. Among the financing arrangements that should be considered are: adoption of user charges; application of betterment levies; adoption of co-financing; expansion of general revenue sources for public goods; earmarking special revenues or funds from specific revenue sources such as tax charges, import duties, fees and fines, amusement or entertainment taxes or lotteries for rural infrastructure and services; mobilization of government resources (through loan guarantees or subsidized credit) for borrowing by individuals to obtain services from private providers; exchange of services or labour of beneficiaries in return for extension of services or infrastructure by local governments; use of fiestas, community fairs, and the solicitation of adhoc contributions and donations to raise funds for self-help service provision; and creation of small-scale community productive activities to raise funds for services provision and infrastructure construction and maintenance (Rondinelli, 1986).

Administrative decentralisation: This principle involves de linking local authority staff from their respective ministries and procedures for establishment of a total payroll. Local government will therefore have and recruit their own personnel, organized in a way decided by the respective councils in order to improve service delivery, and

The changed central- local relations: Whereby the new changed central government roles include policy making, facilitative and capacity building, monitoring and quality assurance and control (Legal control and auditing).

This policy paper on local government reform is based on the CCM election manifesto of 1995; recommendations from the National conference on shared vision for local government in Tanzania, May 1996, the local Government reform agenda of November 1996; discussion and recommendations with ALAT, representatives from local authorities, sector ministries and other central government organs in various form (URT 1998).

The overall objective of the policy is to improve the delivery of services to the public by making local authorities more democratic and autonomous more within the framework established by the central government (URT 1998). This study does not intend to respond to all questions of debate of decentralization by devolution in Tanzania. Thus the main intentions of this dissertation were to identify advantages expected from implementation of D by D to the lower local government authorities, to identify success brought by the implementation of D by D policy and to explain challenges faced by lower local government authorities in the implementation of D by D.

1.2 Statement of the problem

Most countries have made progress in terms of economic growth, adult literacy, child and infant mortality rates, life expectancy and other socio-economic indicators. However, many problems remained and some of those became critical. Despite economic growth, poor provision of social services is still a major problem being faced by many countries. The provision of basic services such as clean water, sanitation, education, health and housing is far from adequate. Problems of lack of good governance and environmental worsening have become serious. Within many countries, development across regions was not uniform. Certain areas, especially remote and far-flung ones, remained disadvantaged of the fruits of socio-economic development. Backward and rural areas lacked basic services. These differences prompted calls for improved resources for marginalized groups and less developed areas. At the same time, the people wanted a greater say on how those resources were to be utilized for their development.

The idea that decentralization could help in solving several problems, including quality delivery of services to the local people, led many countries to take new, or strengthen their existing decentralization initiatives. In sum, decentralization has been motivated by political imperatives as well as the economic rationale of

improving the efficiency of the allocation of resources and the responsiveness of policy making to the needs of the local people.

Since the initiatives target to have decision from the grass root level then the main objective of this study is to explore challenges of implementing decentralization by devolution (D by D) to the lower local governments. Therefore, the study would reveal the challenges faced by D by D programme, the advantages of the policy and the success brought forward by the policy after implementation

1.3 Objectives of the study

The objectives of this study are divided into two categories namely general objective and specific objectives

1.3.1 The Main objective

The general objective of this study was to understand challenges of implementing D by D to the lower local governments in Morogoro Municipality.

1.3. 2. Specific objectives

The specific objectives of the study were:

- i) To identify advantages expected from implementation of D by D to the lower local governments.
- ii) To explain success brought by the implementation of D by D policy
- iii) To analyse challenges faced by lower local governments in the implementation of D by D policy.

1.4 Research questions

1. What are the advantages expected from D by D to the Tanzanians?
2. What are the successes brought by the implementation of D by D policy?
3. What are the challenges faced by lower local governments implementing D by D?

1.5 Significance of the study

This study intended to provide relevant data or information on challenges of D by D to the lower local government authorities .The findings can also serve as a conceptual framework for policy makers and implementers in Morogoro municipal in particular and Tanzania in general, and on the other parts of the world where similar reform could be adopted in the following ways:

Firstly, the study would influence community awareness on importance of decentralisation by devolution towards the improvement of community participation as well as improvement of social services

Secondly, the study would also enhance accountability of local government authorities since they would have been informed on their role towards their immediate communities such as to be aware with their community needs..

Finally, the study was very potential for the researcher for the Partial fulfilment for the requirement of Master's Degree of Public Administration (MPA) of Mzumbe University.

Recommendations from the study can also help to improve the performance of lower local government authorities in terms of service delivery because the study informs the community, ward authorities, ministry and other stake holders on how to improve the programmes such as when lower local authorities are given seminars and capacity building consequently would improve the performance of lower local authorities.

1.6 Scope of the study

The study was conducted in Morogoro municipal council where HODs from the Municipal, officers from the selected wards and *Mitaa* were involved. The researcher has chosen Morogoro Municipal council because it is among Local Government

authorities that have undergone the implementation of Local government reform programme and also it is convenient to the researcher.

The study concentrated on the challenges encountered in the whole processes of implementing D by D policy to the lower local government authorities as well advantages expected from the implementation of the policy and success brought forward by implementing the policy.

However, in terms of study theories, the study is guided by public choice theory. The researcher chose this theory because it can explain well the essence of decentralization by devolution strategy as a means of getting decision from clients or people

1.7 Limitations of study

The researcher encountered the following problems.

- i) Some sampled workers did not respond to questionnaires
- ii) Some respondents did not provide useful information to the researcher because of being too much occupied with work
- iii) Some respondents did not provide enough cooperation to provide useful information which may bring bad image to their supervisors.
- iv) Some respondents did not provide useful information due to lack of knowledge concerning the studied area.

1.8 Definition of key terms

1.8.1 Decentralisation

Means those legal acts and administrative measures that initiate a transfer of responsibility (authority), resources (human and financial), accountability and rules (institutions) from central government to local entities (Olowu & Wunsch, 2004). Decentralization: states decentralization the transfer of responsibility for planning, management and resources raising and allocation from the central government and

its agencies to firstly field units of central government ministries or agencies, secondly subordinate units on level of government ,thirdly semi-autonomous, public authorities or corporations or functional authorities or fifthly non-governmental private or voluntary organization. (Rondinel *et al*, 1984) as cited by (Oosterhout, 2004).

Decentralization also means those legal acts and administrative measures that initiate a transfer of responsibility (authority), resources (human and financing), accountability and rule (institutions) from local government to central entities. (Olowu & Wunsch, 2004).

1.8.2 Decentralization

When only responsibility or authority is transferred but not resources or local accountability. (Olowu & Wunsch, 2004).

Table 1.1.Decentralisation by Deconcentration

CRITICAL ELEMENTS	CENTRAL GOVERNMENT OR LOCAL GOVERNMENT TO CENTRAL OR LOCAL GOVERNMENT
Legal Status	Within the same Legal Entity
Relationship	Vertical/ Hierarchical
Accountability	Administrative (i.e. Command/directives from higher to Lower)

Source: Shivji I, (2006) Conceptual frame work and main principles

1.8.3 Delegation

When responsibility, authority and resources are transferred but accountability still resides from the centre. (Olowu & Wunsch, 2004).

Table 1.2.Decentralisation by Delegation

CRITICAL ELEMENTS.	CENTRAL GOVERNMENT TO LOCAL GOVERNMENT.
Legal status	Separate Legal Entities
Relationship	Vertical but not Hierarchical
Accountability	Contractual (i.e. by negotiation and agreement)

Source: Shivji I(2006) , Conceptual frame work and main principles

1.8.4 Devolution

The more extensive transfer to sub national units of government with clear jurisdiction that are outside the direct control of central government. It can be realized in relation to the provision of certain services or transfer across the board of management responsibilities to a certain territorial unit, the crucial devolution of power to local government is known as Fiscal decentralization (Oosterhout, 2004).

1.8.5 Governance

Has been defined in many ways and with different emphasis; therefore under this study governance is referred as developing and operating the ‘regimes’ or the fundamental (constitutive) rules that structure and regulate the relationship among the populace on the management of their public affairs(Ostrom, 1997, Ostrom, 1990, Hyden, Olowu & Okoth-Ogendo, 2000) as cited by (Olowu & Wunsch, 2004)

1.8.6 Local government

Chale (2000) defined local government as a unit with a legal status operating on the basis of mandatory, but general power under a legal framework constituted by the state-run legislation.

1.8.7 Authority

It entails the power or the right to give orders and as well to impose respect. It also involves capacity to mobilize others based on recognized knowledge or expertise (Oxford University Press; Concise Oxford Dictionary-Tenth Edition).

Authority and Local authority: Local government act (1982).Both mean local government authority and when used in relation to township, means the township authority for that township.

1.8.8 Local government authority

Local government act (1982). Means a district authority or urban authority. The local government in Tanzania is divided into two main types namely district or rural authorities and urban authorities (Max 1991.p 20).District authority means district council, a township authority or a village council or kitongoji (Local government act ,1982).

1.8.9 Autonomy

The right of self-government (freedom of action).Autonomy plays various roles in the theoretical accounts of persons, conceptions of moral obligation and responsibility, the justification of social policies and in numerous aspects of political theory. it forms the core of the kantian conception of practical reason (Korsgaard 1996, Hill 1989, Wolff 1970,p 12-19) as cited by (Linuma, 2009)

1.9 Organization of the Dissertation

This dissertation is organized into five chapters. Roman i, ii, iii, iv, v, vi,vii, x and xi contains preliminary information notably certification, Declaration, Acknowledgement, Dedication, List of abbreviation, Abstract, Table of contents, list of tables, and list of figures respectively.

Chapter one the paper covered with introduction, background to the problem, statement of the problem, research questions, objectives of the study, scope of the study and significance of the study, limitations of the study as well as definition of the key terms.

Having described chapter one, the dissertation followed with Chapter two. This is about literature review where introduction of the chapter, theoretical and empirical literature review is clearly explained, presentation of conceptual framework and finally the paper synthesised the reviewed information.

Chapter three is about Methodology. The chapter begins with introduction. Thereafter research design, research area, and population of the study are clearly described. The sampling procedures and sample size clearly explained where sample size and sampling techniques are clearly explained too. Thereafter the dissertation states data collection methods where primary and secondary data collection methods were also identified and explained. Finally the dissertation provides how data processed, analysed, and interpreted. Chapter four present data findings and discussion where by SPSS used as the key tool for analyzing the collected data. Chapter five contains Conclusion and recommendations.

CHAPTER TWO.

LITERATURE REVIEW.

2.0 Introduction.

This chapter deals with literature review. Both theoretical and empirical literature are explained. The review begins with theoretical perspective then followed by literature review based on earlier studies whereby experience from other countries is clearly drawn.

2.1 Theoretical literature review

The major theories included in this study are Neo classical economic theories of public choice and Public finance and public administration theories.

2.2 Public choice theory

This is the body of knowledge developed by James Buchaman and Gordon Tullock to try to explain how public decisions are made. It involves the interaction of the voting public, the politicians, the bureaucracy and political action committees. The theory has been employed by various scholars in the field of decentralization. For example (Tiebout, 1996), argue that residents of localities are similar to the consumers because they are essential 'shopping' between different municipalities to find the one that has the right mix taxes and public services. Their ability to choose lead towns to compete against each other and that competition means the towns are better able to discover and serve the needs of the citizens. This theory ensures that municipalities do not overproduce public goods (Tiebout, 1996).

He also assumes that there is no restriction on job allocations and residents have mobility and access to information about services in all communities. In order to provide perfectly competitive market each town would have a fixed revenue scheme and the number of town be limitless in order to provide a full range of choice for all desired combination of taxes and public goods (Tiebout, 1996).Public theorists

contend that under conditions of reasonably free choice the provision of some public goods is more economically efficient when a large number of local institutions are involved than when the central government only the provider(Ostrom *et al.*1961; Buchanan &Tullock, 1962) as cited by (Rondinelli *et al.* 2012).

Public choice theory can be useful in analyzing the benefits and costs of decentralization , the provision of some public services especially those which user charges can be levied or for which criteria of exclusion can be developed (Rondinelli *et al.* 2012). However scholars in decentralization like Rondinelli suggest that public choice theory can be effective in countries where decisions are still being made about whether or not to decentralize and where decentralization is in early stages of conceptualization. In other countries where decentralization is already implemented, analytical techniques must go beyond public choice theory and provide guide lines for policy design and implementation (Rondinelli, 2012).

Public choice theory offers a set of criteria by which the characteristics of services can be categorized and assessed, the criteria include excludability, jointness of consumption, availability of financial resources to pay, relation of payment to demand and consumption, willingness to pay, strength of the public services industry to produce and provide services, Measurability of the quantity and quality of service, degree of the consumer choice in using the service, bases of allocation decisions concerning the service(market versus political processes) and types of production technology(Olson 1965;Ostrom and Ostrom, 1977) as cited by (Rondinelli *et al.* 2012).

This study adopted this theory because of its relevant, the theory explains well the essence of decentralization by devolution strategy as a means of getting decision from clients or people so as the government can effectively and efficiently provide services as per clients' needs

2.3 Public finance and public administration approach.

This approach is concerned with specific decisions usually but not always focused on micro analytical issues. The approach go beyond or to place in broader context, economic factor and consider political, behavioural, administrative and other factors that affect policy implementation (Rondinelli *et al.* 2012). This approach in local service delivery in developing countries is very recent and it heavily focuses on the identifying the sources of local government revenue, assessing the equity and strengths of those revenue sources, examining the dependence of local government to central government transfers, identifying bottlenecks in the system of revenue generation and financial management and examining mechanisms to stimulate greater local resources mobilization(Bahl and Schroeder, 1981) as cited by (Rondinelli *et al.* 2012).

Public choice theorists rarely concern themselves with improving the capacity of government agencies to provide more efficiently collective goods that cannot be provided through market mechanisms, a primary concern of governments in developing countries where the private market is still weak or embryonic. Public choice theories are based on the assumption that people act rationally, always pursue their own economic self-interests, and will make optimal economic choices if left free by government regulations and constraints (Rondinelli *et al.* 2012).

Thus buying the views from public choice theory and public finance and public administration theories, then decentralization by devolution or democratic decentralisation as Oosterhout used to call seems to be compatible and sufficient for improving development because include elements of both decocentration and delegation and the form goes beyond to the extent of recognising the potential role of political and fiscal control play in better satisfying the need of the beneficiaries of the development process (Oosterhout, 2004).

The theory relates to this study because it tries to analyse the sources of local government revenue and its equity and strengths, suggesting bottlenecks in the system of revenue generation and financial management as well as how local resources can be mobilised of which can affect policy implementation. Therefore from this point of view the researcher also decided to incorporate both approaches that are public choice theory and public finance and public administration theories because both can contribute potential concepts and guidelines for designing and implementing decentralization.

2.4 Genesis of the Local Government

In 1983 Party proposed for the entrenchment of Local Government in the Constitution. Therefore it proposed that the Union Constitution should also provide expressly, as in the case of the constitution of the Revolutionary Government of Zanzibar, that there will be established local government Councils in every village, every district and every urban area. The Constitution should also declare the main function of local Government Councils, and the principles which govern the relationship between those governments and central government (Shivji I, 2006).

2.5 Functions and Powers of Local Government in Tanzania

The Local Government act (cap, 287,R.E, 2002 states the following basic function of Local Government Authorities.

- i. To maintain and facilitate the maintenance of peace, order and good governance within its area of jurisdiction
- ii. To promote the social welfare and economic well being of all persons within its area of jurisdiction.
- iii. Subject to the national policy and plans for rural and urban development, to further the social and economic development of its areas of jurisdiction.

The powers of Local Government in Tanzania include.

- i. To promote and secure the good rule and orderly government of its area of jurisdiction
- ii. To foster and maintain the health, safety and wellbeing of the inhabitants of its area of jurisdiction
- iii. For carrying out into effect and for the purposes of any functions conferred by or under this Act or any other written document.

2.6 New Local Government system in Tanzania

The present local government reform was first taken up as one of the core elements of the civil society reform programme 1994 (Andreska & Gustafsson, 2001).

The Tanzania local government is based on political devolution and decentralization of functions and finances within the framework of a unitary state. Local government have the responsibility for social development and public service delivery within their jurisdiction, facilitation of maintenance of law and order and issues of national importance such as education, health , water, roads and agriculture. Local governments are constituting a unitary governance system all over the country based on elected councils and a professional administration (URT, 1998).

2.7 D by D Policy and Legal Framework in Tanzania

2.7.1 Constitution of the Union 1977

Chapter eight article 145(1) There shall be established local government authorities in each region, district, urban area and village in the United republic of Tanzania, which shall be of the type and designation prescribed by law to be enacted by parliament or by House of Representatives.

Article 145(2) parliament or the House of representatives, as the case may be, shall enact a law providing for the establishment of local government authorities, their

structure and composition, sources of revenue and procedure for the conduct of their business.

2.2 Empirical literature review

Since late 1980's decentralization reforms in several African states became substantial to the point that where they were fundamentally different order and could be considered as what we call democratic decentralization by this means that significant element of authority, responsibility for services and fiscal and human resources were transferred to local government (Olowu & Wunsch, 2004). Decentralization in Africa adopted in different countries such as South Africa, Botswana, Nigeria, Ghana, Chad, Uganda and Kenya and Bangladesh for the case of Asian continent.

The movement to centralization via nominal "decentralization" together with other dimensions of centralization, has been regarded as an important explanation for the economic and governance crisis that engulfed African countries in the late 1970s and 1980s (Wunsch & Olowu, 1990a) as cited by (Olowu & Wunsch, 2004).

Indeed some of the main actors in the process emphasised these actions afterwards, For example the first president of the United Republic of Tanzania. President Nyerere voiced out that:

"There are certain things I would not do if I were to start again. one of them is the abolition of local governments and other was the disbanding of cooperatives. We were impatient and ignorant ...we had these two useful instruments of participation and we got rid of them. It is true that local governments were afraid of taking decisions but instead of helping them we abolished them. Those were two major mistakes". (Olowu & Wunsch, 2004).

2.2.1 Decentralisation in Chad

Chad is one of the countries which rely on the governing system at the grassroots “governance by the grassroots”. Chad’s society has built Africa’s most decentralized systems of health, water supply and other public services (Olowu & Wunsch, 2004). For example in education indigenous local associations have financed an increase of more than 835000 school seats during the last twenty five years. Government in contrast supplied less than 45000 places (Olowu & Wunsch, 2004).

2.2.2 Decentralisation in Nigeria

The efforts to strengthen and democratize local government system in Nigeria federal system dates back to 1976. The reform had three main elements firstly asserted that local government as system democratically elected councils with their own resources, personnel, responsibilities and autonomous legal existence. Secondly, local government were distinguished and separated from deconcentrated structure of the state or national government, the third element is about reform and subsequent constitutions (1979, 1989, 1995) empowered local government legally and transformed into the third tier of the government in the federation (Adamolekun 1984; Gboyeaga, 1991) as cited by (Olowu & Wunsch, 2004).

In 1988 MH, through locally health policy (PHC), the community was empowered in which health system in primary, secondary and tertiary were organized at local, provincial and national levels with each mutually supporting the other. 1986 a total of fifty two model LGs had been selected as pilot project sites for strengthening PHC at the LG level. Each was given 0.5 million naira together with material and technical assistance to reorient and develop the health system. Each of these model LG was linked with college of medicine or school of health technology to be assisted in terms of training, this pilot was nearly ten years (Olowu & Wunsch, 2004).

However, the experience shows that there was no synonymous achievement some LG performed better than the rest, the reason behind is that LG which had critical leadership and good response from the community towards the initiatives performed better.

On the other hand the study shows that the LG and PHC face some contextual challenges such as harsh and unforgiving physical environment, serious shortage in human and fiscal resources, weakness in the attentive publics that are important to lobby for resources and constructively critique programs everywhere and turbulent local political scene.

2.2.3. Decentralisation in South Africa

The level of autonomy is quite appreciable. Local government in South Africa is real, even though it has been the subject of much disorder and change since the ANC came to power in 1994. (Olowu & Wunsch, 2004). Assessment of local government in south Africa noted that rather than attempting to reinvent local government the apartheid structure have been adopted ,developed and democratized, reflecting an incremental progression to non-racial local governments(Pycroft, 1996: 236) as cited by (Olowu & Wunsch, 2004).

2.2.4. Decentralisation in Uganda

The system of national governance incorporates a system of local decentralization and devolution considered by internal and external assessors as significant, free, and popular (Langseth, 1995; Steffensen and Trollegaard, 2000) as cited by(Olowu & Wunsch, 2004).Uganda in 1995 constitution made decentralization a core aspect of the National Resistance Movement (NRM) institution building efforts.

The stability of the government commitment to decentralization, the general context to the lawful and relatively order administration, an elections that have occurred to the countryside have contributed to a favorable context for decentralization in Uganda (Wunsch, 2001b, Batkin, 2001) as cited by (Olowu & Wunsch, 2004).

Since the late 1980's the local council system in Uganda has been functioning as the forum where local authorities interface with ordinary people at various administrative level (Saito, 2001). Uganda today probably has the clearest legal frame work for decentralization in African continent and the government is deeply committed to decentralization, and the amount transferred to local government is one of the highest in Africa (Saito, 2001).

Saito (2001) has also argued that Decentralisation has brought various positive impact in Uganda such as the relationship between central government and local government has changed from one being the controller to that of mutual partnership though much need to be done, Some services delivery ministries at the center are now being reorganised to cater for this new relationship; however this raises other challenge because translating this new structure into true partnership arrangement between the central government and local government which are basically linked through both political and administrative accountability relations, Representative of business community, various associations and NGOs are currently interacting with local for pursuing mutually advantage outcomes such as in education and health services and at the grass root level people are more involved that before in local decision making and now they have higher expectation of improvement of their lives. However the decentralization in Uganda reveals that decentralization is long term learning process involving various stakeholders in which trial and errors took place in various aspects (Saito, 2001)

On the other hand decentralization is both stabilise and destabilise relationship among stakeholders and one of the problems is that stakeholders do not share a consensus view of decentralization as the result role and responsibilities of each stakeholder are clearly redefined (Saito, 2001)

2.2.5. Decentralisation in Botswana

There are some reasons that created Botswana to have successful decentralization for instance since independence opposition political party are allowed great freedom to organize their election, this factor has helped the growing urban and more radical elements in the Botswana electorate control the Gaborone city council through the Botswana national front (the second largest party in the country). Free and fair elections, tolerance, of high level of free expression and a generally stable rule of law have created or enabled the local governance to develop (Olowu & Wunsch, 2004).

2.2.6 Senegal

The oldest experiment with decentralization in West Africa is the one conducted by Senegal since the colonial period. This can be analysed in four major periods (Niasse, 1997; IDEA, 1998) as cited by (Ouedraogo, 2003). First during the 1960 to 1970s under this phase there was an expansion of decentralization with the creation of new decentralised territorial entities, that is, regions, districts and the expansion of the status of self-governance to all existing and newly created communes. Unfortunately, heavy state oversight of communes was problematic. Secondly the period from 1972 to 1990 was dominated by decisive intervention of the territory and local administration reform that extended communal status over the entire national territory with the creation of rural communes. State oversight however continued to deprive local government powers legally transferred to them, the real powers remained concentrated in the hands of civil administrators appointed centrally (Ouedraogo, 2003).

The third period covers from 1990 to 1996; the country witnessed a strengthening of local government powers especially regarding budget development and execution. Finally in 1996 the local government communities code was adopted and the region, until then a simple administrative district was promoted to a decentralized territorial local government (Ouedraogo, 2003).

Therefore analysis of the Senegalese experience unfold that the simple fact of decentralization does not solve the governance problems at the local level (Niasse, 1997) as cited by (Ouedraogo, 2003). Although taxes are difficult to collect at the rural commune level, there are numerous examples of dynamic, autonomous local initiatives such as construction of mosques and schools and land planning for vegetable farming. The attitude of the people towards decentralization is comparable to that pre independence African population confronted with the French colonial administrations per capital tax. To have an impact of local governance, it is necessary for the grassroots organisations to assume ownership of the institutional framework of decentralisation (Ouedraogo, 2003).

2.2.7. Decentralisation in Chile

The experience here drawn in primary health care area. In Chile the primary health delivery is shifted to the municipal level since 1980's despite the return to more democratic forms of government 1990, the overall structure of local service delivery has remained largely unchanged. The municipalities remained with the responsibility of service delivery but resources remained centrally determined. However attempts have been made to enhance accessibility choice and responsiveness of the system to individual and local needs hence in 1990 reform has been made the financial transfer mechanism (FAPEM) and developed the new model (Bio-physical social model) which intended to incorporate other factors such as heal-social, cultural, environmental and psychological and this provide much broader approach (Ministerio de salud, 1993 pg 40) as cited by (Gideon, 2001).

The municipalisation of primary health care would improve local participation and allow intersectoral integration to take place especially with other key sectors such as housing, education and sanitation (Miranda, 1988). The actual process took place three phases starting 1981 with around 17% of clinics but by 1988 over 905 of primary level clinics had been placed under municipal control (Gideon, 2001).

Autonomy of municipal

The municipal has autonomy to control all health professionals at primary care level who would take control of the establishment of primary ambulatory care and operate complementary programmes in conjunction with the regional health authority. Wage levels for primary health workers were now determined at the discretion of the individual municipalities and were not regulated by any legislation. The mayor was responsible for appointing the director of the local health sector which was therefore political appointment.

Challenges faced by local authorities in Chile

Though attempts have been made to improve primary health care delivery a number of factor have limited the effective implementation of decentralisation, and these are.

i. Lack of resources.

Many municipalities in Chile continue to lack sufficient personnel to ensure the effective running and coordination of social services. This is especially problematic in in poorer municipalities because cannot afford hire large number of trained personnel.

ii. Problem with the system of registration.

It is argued that municipalities do not know the real costs of each health action and in terms of cost hours of personnel, medical inputs and general costs. So many health centers continue to operate under deficit.

Critics assert that although there are more than 350 municipalities in Chile today, only very small percentage have real possibility of implementing effective local management in both health provision and other social services (Molina, 1997 pg12) as cited by (Gideon, 2001).

- iii. Lack of technical support to primary health care centres

2.2.8 Decentralisation in Switzerland

Switzerland is an example of a country with a long standing tradition of decentralized organization for many purposes of health care delivery. Few aspects of responsibilities are left to the federal level while 26 cantons have responsibilities to organize the provision of health services for population of around seven million people (Wyss & Lorenz, 2000). This permits the system to be responsive to local priorities and interest as well as to new developments in medical and public health know how. However the questions raise the need for federal coordination well as about efficiency and equity of decentralized approach.

The Swiss case shows that in a strongly decentralized system health policy and strategy elaboration as well as coordination mechanisms among the regional components of the system are very hard to establish. Regarding to public expenditure for health, more than 85% of expenses is borne by cantons and municipalities, the federal level only contributing 15% (Wyss & Lorenz, 2000).

The general performance of Swiss healthcare system measured by health status indicators as well as consumers perception of the system is good. However it is obtained at high cost, For example in 1996, 10.2% of the GDP was used for health care compared with 13.6% in the USA and 6.9 % in UK (OECD, 1998) as cited by (Wyss & Lorenz ,2000).

The identified elements which affect the efficiency of the system are; the high number of the physicians and hospital beds, and the plethora of sophisticated technical equipment and treatment. The investment in the training of physicians, the maintenance of too many hospital beds and the development of new medical technology are economically not productive and the money could be better allocated to process innovations or to other sectors such as health education, or the promotion of health occupation (Wyss & Lorenz, 2000).

The study also revealed that within the decentralised framework, the promotion of cost effective interventions through a well-balanced towards promotional, preventive and curative services or towards ambulatory and hospital care are difficult to obtain. However the growth of pressure to limit expenditures and to produce better output and outcomes in the health and social sectors puts the regions in a situation where coordination and planning among the cantons and between the cantons becoming vibrant (Wyss & Lorenz, 2000).

2.2.9. Decentralised Forest Governance in Bolivia

Bolivia is a country whose forest decentralization policy is considered to be on the cutting edge of policy reforms (FAO, 1999; UNDP, 1997) as cited by (Anderson and Gibson, 2006). Municipal governments in Bolivia are given substantial resources and political power concerning decisions over the forestlands within their jurisdiction (Contreras-Hermosilla & Vargas Rios, 2002; Pacheco & Kaimowitz, 1998) as cited by (Anderson and Gibson, 2006).

Through the reforms many municipal governments annual operating budget increased by as much as 1,000 percent and several went from zero budget to tens of thousands of dollars in available resources. Moreover to the intergovernmental financial transfers each municipality was authorized to levy taxes on motor vehicles, urban property and rural properties larger than 50 hectares. However the contribution of local taxes to the municipal government budget is still limited in most municipalities in Bolivia (Anderson and Gibson, 2006). The study indicated that municipal level institutions matter for strategies to contain unauthorised deforestation.

The findings provide empirical support for the notion that municipal governance systems can alleviate pressures to deforest comprehensively. It is also observed that the municipal moderation of deforestation is related to the municipal governments' potential facilitation of improved forest property rights for local forest users. Forest

users who live in municipalities where municipal government perform relatively well enjoy better access to and protection of forest property rights.

Table 1.3 Municipal Forest Mandates in Bolivia.

Mandate	Tasks
Regulatory	-Assist central government to monitor and enforce national forest law -Propose municipal forest reserves for community use on up 20% of the total forested public land within the municipality. -Report transgressions of the forestry law to the central government
Fiscal	-Receive 25% of commercial logging royalties collected by the central government(USD 1 per hectare of managed forest) -Not allowed to charge user fees, charge any taxes in the forestry sector
Technical	-Give technical advice to local forest users to acquire formal management rights and prepare forest management plans -Support the National Forestry(databases of forest resources)
Socioeconomic	-Organise training for user groups as well as to facilitate and promote commercial undertakings and private sector participation in the community

Source: Forestry law(1996) and popular participation law (1994) as cited by(Anderson and Gibson 2006

2.2.10 Decentralization in Tanzania

Ongoing administrative, political and economic reforms of early 1990's demanded effective decentralization in which the involvement of people directly or via their democratically elected representatives is given much attention (Massoi & Norman, 2009).LGRP as one of the strategy in driving D by D in Tanzania, then the programme has brought differences such as administrative decentralization of personnel is integrating the staff into LGA administration and indeed away from sectoral subordination and unnecessary bureaucratic control(Ngware, 2005)

Other observations include the creation of more enabling favourable and facilitating environment and the necessary capacity that allow the LGAs in the country to absorb more effectively the continuously increasing volume of resources and obligations from the government and donors as compared to situation before LGRP Foristance MEM funds are well managed(Ngware, 2005), secondly LGRP enhanced awareness to people through training programmes and education including grassroots level for

leaders and technical staff both at district or municipal and sub district level, there is also mutual understanding and collaboration between LGRP and sectoral ministries dealing with agriculture , education, health, water roads and other sectors, and the old misconceived view that by some sectoral that they had to control and monitor their staff from Dar es salaam or Dodoma is increasingly become history.

However other researchers observed that decentralization in Tanzania is just a way for the government to increase their power among the people and hence local government are not given enough power to deal with their politics and that civil servants have too much power over the people (Andreska & Gustaffson, 2001).

It is also reported that the high authorities don't want to give away power but they don't know how to practice it and people do not know through which channels to go in order to reach objectives for instance during their interview one participant responded voiced that

“You can't tell people that they suddenly have greater influence without telling them how to use it” (Andreska & Gustaffson, 2001).

Therefore it is arguably that lack of education and information among individuals is one of the main challenges for the implementation of decentralization reform.

Another challenge is that the reform seems to give National authorities channel to supervise the local, this can vividly be supported by the following comments from one civil servant at the ward level in Dar es Salaam respondent

“The new openness in the local governments is nothing but a way for the national government to more effectively control its personnel. The new openness doesn't seem to include the national government, it is as close and secret as it was before, but we must report everything we do to them”.

2.3 Conceptual framework and Main principles of D by D

Main premises of LGR

- A.** Political+Fiscal+Administrative decentralisation+Changed CG role= D by D
- B.** LG Reform is an overarching Governance reform NOT another sector.
- C.** Reform of both LG and CG
- D.** From higher LG levels to Lower LG levels, that is from district to villages.

Main principles of LGR and D by D

- I. Overarching Governance reform not administrative, managerial or sector reform.
- II. LGA are multi-purpose governmental bodies whose constitutional mandate and legal competency cut across sectors.

THEREFORE: Each ministry is responsible and accountable to mainstream the policy of decentralisation by devolution in its sector policies, institutional frameworks. Legislative designs and timetables. For instance each ministry may need to establish a technical team to ensure that the decentralisation by devolution policy is fully integrated in the ministry's policy, legislative and institutional framework.

- III. LG reform is not only the reform of LGAs but also the reform of CG. This is the meaning of changed role of CG vis a vis LG.
- IV. LG autonomous within its own legal mandate.
 - =Subordinate to the parliament but autonomous of the executive. (Principle of autonomy and subsidiarity).
 - =Thus: X areas CG exclusive mandate;
 - =Y areas LG exclusive mandate
 - =Z areas shared mandate

- V. Intergovernmental relation governed by law, not by administrative directives or orders.
- VI. LG works on the basis of maximum participation of the people
Therefore D by D applies equally to higher level LG to devolve powers to Lower Level Local government (that is district to village)

Source: Adopted from Shivji G I (2006) Conceptual framework and main principles of D by D

Local power as the core of decentralization by devolution, local power over decision-making for planning, control and manage local resources, that is fiscal and human resource without intervention from upper governmental agencies reveal administrative autonomy of decentralization.

Therefore Local government autonomy refers to units that do not depend hierarchically on the central government administration for those public functions that they have the authority to exercise in an autonomous way in their area of jurisdiction such as at the district level but subordinate to the parliament. Therefore, Devolution will only be meaningful if local entities have extensive authority to appoint, pay, invest, plan, set priorities, and deliver the services they chose, on the other hand local government works on the basis of maximum participation of the people Therefore D by D applies equally to higher level Local government to devolve powers to Lower Level Local government (that is district to village)

2.4 Synthesis

Therefore drawing ideas from the reviewed literature, African countries have adopted different reforms, and these reforms varied on the basis of the nature or ideology and philosophy of the country, on the other hand local government officials need to be enabled, that is democratic state and federal.

Some other researchers in decentralization assert that decentralization is both risk and complex, as for risk some argue that it revived tribal and ethnic tension in young states where national construction was incomplete. The deadly sustained conflicts in francophone Africa particularly central Africa, however result more from frustrations, imbalances and social marginalization created by the centralizing policies of Africa states donated with absolute powers than the consequences of permissiveness embodied in the existence of opposition forces at the local level(Ouedraogo, 2003).

In the area of natural resource management, the temptation of local government to sacrifice resources of national and even international value to satisfy local needs has often been problematic but state management has also been largely a failure(Kerkof, 2000;Ouedraogo, 2000) as cited by(Ouedraogo, 2003),For instance in Burkina Faso classified forests, which are state property are deteriorating as a result of the lack of human and material resources and due to disordered occupations by local communities that the state fails to control (Ouedraogo, 2003).

The positive impacts of decentralisation depends on many variables such as local autonomous authority, resources available to local units of governance, effective local institutions of collective choices, effective, open, local and accountable local political process and effective legal governance. Moreover preparation for implementation is vital elements to be involved in the process of decentralisation.

Moreover it is discovered that many countries including Tanzania the central government need to provide more autonomy to enable them to perform their functions efficiently and effectively and in a more participatory manner. Local government authorities believe as having mandate to their people and hence they know what their people need, on the other hand central government realize that councils are better place to provide services to the people in a more participatory and democratic manner. However central governments feel that they are accountable and

responsible to the public at large and therefore think to have close supervision to whatever goes to the council. The two views indicate that one advocated by the central government and the other one by Local Government authorities are not yet compromised (URT, 1998). This implies that there is limited autonomy to local government authorities.

Policy document, government directives indicate strong statements and arguments by the central government to make sure that local government function in efficient manner. In Tanzania the policy paper on local government states clear that the vision of central government on local government reform is to improve service delivery by making local government authorities more autonomous and democratic within the framework established by central government under many resource constraints(URT October,1998:9)

However still those countries are encountered by many challenges such as low response from the community, lack of political support. Therefore this study will expose the reality at the lower local governments in Tanzania.

CHAPTER THREE

RESEARCH METHODOLOGY

3.0 Introduction

This chapter has six parts namely research design, area of the study, population of the study, sample and sampling procedures, data collection method and data coding, types and sources of data collection and data analysis methods

3.1 Research area

The study was conducted at Morogoro Municipal council. Morogoro Municipality lies within Morogoro District. It is one of the six councils of Morogoro Region. Other councils are: Kilosa, Kilombero, Ulanga, Morogoro Rural and Mvomero. The Municipal Council has only one division, which is sub divided into 29 Administrative wards and 233 *Mitaa*

The study concentrated in four wards which were purposively selected namely Kihonda, Kingo, Mazimbu and Mwembesongo. This area was studied because it consists of many lower local authorities compared to other districts in Morogoro region, On the other hand, it has a good means of communication that enabled the researcher to access different places and get relevant data easily.

3.2 Research design

A research design is the arrangement of conditions for collection and analysis of data in a manner that aims to combine relevance to the research purpose with economy in procedures (Kothari, 2004). This was the case study design and the aim was to explore challenges in the Tanzanian decentralization by devolution. The design was used because it facilitates comprehensive analysis of study unit also the case study allow in depth understanding of research problem using sample drawn from entire population through probability and non-probability method. It is also flexible in data

collection method and less expensive because it did not call the researcher to move from one organization to another for the purpose of conducting study.

The study selected these wards large number of *Mitaa* than the rest Wards and hence represented good sample size, on the other hand areas are convenient to the researcher and due to limited time.

Table 1.4: List of *Mitaa* and number of heads in the selected wars

S/NO	WARD	NO/MITAA	NO/MEOS
1	Kingo	17	02
2	Mwembesongo	16	04
3	Kihonda	07	03
4	Mazimbu	06	02
TOTAL	4	46	11

Source: Research field data 2013

3.3. Population of the study

The study was involved staff working in the municipal, particularly Director and five departments namely planning office, Health, Secondary education, Human resource officer, community development officers. Lower local authorities such as heads of Mitaa, WEO, WEC and other ward officials from the selected wards. Other participants like non official staff in the selected wards or “*mitaa*” were also included.

3.4. Sampling

3.4.1. Sampling procedures and sampling techniques

The study used both random sampling and non-random sampling. Under random sampling the study employed simple random where lottery was the main tool to get respondents from mitaa chairpersons. Under non-random sampling, purposive was employed for DED, Heads of department, Ward Executive officers (WEOs) Ward Education Coordinator, (WEC), *Mitaa* Executive officers (MEOs) whereas convenience was used to get recipient of the services or beneficiaries in the respective wards.

3.4.2 Sample size

This refers to the number of items to be selected from the universe to constitute a sample (Kothari, 2004). Thus in this study sample size was 63 of local and lower local authorities found in Morogoro municipal and other non-officials who are the beneficiaries of services found in the selected wards. The size was convenient or important to the researcher because it served time, money and energy, on the other hand it became possible to scrutinise the available information when the area of coverage is wide.

Table 1.5. Categorization of the Sample size (based on the selected wards)

Category	Population frame	Selected sample	%of sample per population frame
Municipal Director	1	1	1.58
Heads of Departments	10	5	7.9
Councilors	4	4	6.34
WEO	4	4	6.34
WEC	4	4	6.34
Revenue correctors	4	4	6.34
Community development officer	4	4	6.34
Mitaa executive officers	11	9	7.93
Mitaa chairpersons	46	16	18.5
Non officials	Reasonable	12	18.5
Total		63	100

Source: Research field data 2013

3.5 Types and sources of data

The research collected both primary and secondary data. Primary data were obtained from the respondents that are local government authorities, lower local government authorities such as WEOS, MEOS, WEC, and residents.

Secondary data was collected from local and lower local government officials. Secondary source included journals, policies, literature and resources from the websites. Others like diaries and rosters from the local government authorities. The results also included or based on books, articles and various publications on the area.

3.6 Data collection methods

3.6.1 Primary data collection methods

The method used to collect primary data were Questionnaires, interviews and observation.

Questionnaires

Questions were prepared and distributed to the respondents for the purpose asking facts on the studied area. Both closed and open ended questions were asked in both English and Swahili language so as to make room for the respondents to choose the language that he or she is conversant with so as to get useful information on the studied area.

The questionnaires were employed to Heads of department, WEOs, WEC, MEOs, and community development officers

Interviews

This is the verbal interaction between the respondent and researcher; this designed to get information, views and opinions from the respondents. In order to get the right information the researcher has conducted a face to face interview with Director of Morogoro municipal council and recipients of the services at Ward and *Mitaa*. The method was chosen because of its flexibility and it is easy to control so as to get adequate details.

Observation

The method was also used to collect data. This was done by directly observing how selected workers behave and respond in the ward in respect of delivery services to their residents. The technique also used to observe the way offices are arranged and equipped where the study revealed that in four wards no offices equipped with computers which may facilitate the storage of information. The obtained data used to supplement the information obtained through techniques.

3.6.2 Secondary data collection method

The secondary data were collected through journals, policies, literature and other documented information in the local government offices. The main source of information gathered were self-administered questionnaires and structured interviews which were designed in such a way to allow the researcher to collect the desired information about challenges and prospects of implementing D by D to the lower local government authorities.

3.7. Data analysis

The obtained data were edited so as to detect errors and to ensure that the data were accurate, consistence with other facts and uniformly entered. The collected raw data were also coded before being entered into the computer so that to put responses into limited number of appropriately categories for efficient analysis. The data were collected and analysed and presented so as to answer research questions and objectives of the study from which conclusion and recommendations were drawn.

Qualitative data were analyzed by using descriptive statistical analysis. The use of computer was employed Statistical Package for Social Sciences and Micro Soft Excel. Data presented by using tables, figure, percentages and frequencies. These methods of data analysis are simple and can be easily understood by majority. The data were also interpreted in accordance with the research objectives.

CHAPTER FOUR

PRESENTATION OF FINDINGS AND DISUCSSION

4.0 Introduction

This chapter presents the findings where data and information are analysed, interpreted and discussed. The findings based on the research objectives and questions set in chapter one. The first part presents the demographic characteristics of the respondents from the study area the second part presents advantages of Decentralisation by Devolution Policy while the third part presents the success of implementing Decentralisation by Devolution and lastly Challenges faced by lower local government authorities.

4.1 Characteristics of the respondents

Table 1.6.Characteristics of respondents

Gender of respondents	Frequency	Percent
Male	36	57.1
Female	27	42.9
Total	63	100
Level of education	Frequency	Percent
Master and above	10	15.9
First degree	6	9.5
Advanced diploma	1	1.6
Secondary education	27	42.9
Certificate	7	11.1
Primary education	12	19.0
Total	63	100

Source: Research field data 2013

Regarding the sex and age of the respondents, results in table 1.6 show that 57.1% of the respondents who were involved in this study were male while 42.9% were female. While educational wise the results in table 1.6 shows that 15.9% have master degree and above, 9.5 bachelor degree, 1.6% advanced diploma, 42.9% completed form four, 11.1% have certificate, and 19.0% have primary education. Theses demographic features play a great role in this study especially the level of education

because for the policy to be effective and efficient implemented it needs skilled people.

4.2 Advantages of Decentralisation by Devolution Policy

Most of the respondents proposed common expectations or results expected to be brought by decentralization by devolution as the same as those displayed or discussed in various literature, and these are:

High involvement of the local community or broadening participation.

The study revealed that population expects the reform to create environment for mass participation than it is practiced. Therefore decentralisation can serve to balance different needs of different people and therefore, it is very suitable than centrally determined social policies applied across different fields of the population.

Autonomy of the local authorities

Devolution will only be significant if local individuals have wide authority to appoint, pay, invest, plan, set priorities, and deliver the services they chose..Therefore the study revealed that the communities and lower local government authorities would be more autonomous in managing the administrative issues, financial affairs and determining their local priorities.

Quality provision of public services

The major aim to decentralise decision making is to make local government authorities to provide more equitable and better quality services and will facilitate and enable other agencies to do the same such as water, school and health services.

Good accountability and transparent of the local government.

The local government authorities expected to operate in a more transparent and democratic manner. Therefore D by D would introduced accountability, transparency and responsiveness to the preference local people. Lower local authorities become accountable to people through their locally elected

representatives. However other authors in D by D suggest that it is possible especially when people are less educated and substantial financial resources are needed to contest local elections, that local elites may capture the local government and divert resources for their gains (UN, 2005)

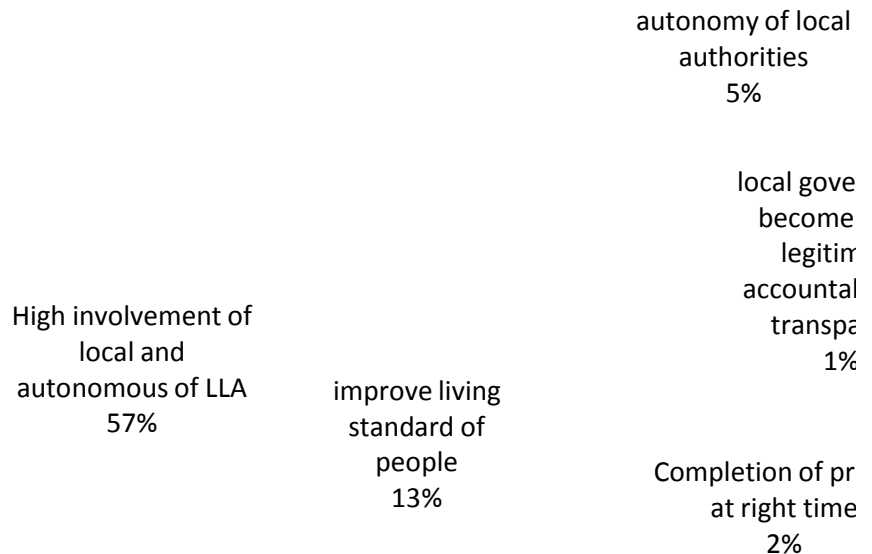
Increasing local government officials' sensitivity to local conditions and needs

While central government tend to be loaded with a lot of activities local government but particularly lower local government can provide these services in a more efficient manner in accordance with the needs and preference of their residents of jurisdiction, However central government can contribute by providing financial and technical assistance. Central government or municipal can also set the bounds and national standards for service provision at the same time providing flexibility for lower local government to adopt some standards to local context.

Completion of projects at the right time

There is some evidence successful cooperation within local communities in the management of common property resources. This is because in small groups with similar needs, shared norms and patterns of reciprocity monitoring is facilitations and sanctions are easier to implement (Wade, 1987; Bardhan,1993.Baland and plateau,1995 and 1999) as cited by (Brosio, 2000).Therefore, decentralization provides more opportunities for participatory planning and the implementation of development programmes, as a result the ownership of the programme by the people of the area enhances their success leading to greater possibility for project completion and success.

Figure 1.1 Advantages in percentage from respondents on D by D policy.



Source: Research field data 2013

Figure 1.1 provide views given by respondents as part of advantages(expectation) of decentralization by Devolution which are ranked in percentage, High involvement of local community and autonomy of lower local authorities is asserted by many respondents, that is 57%

4.3 Success of implementing Decentralisation by Devolution

Community participation

Participation is the predominant feature in the world of decentralisation of devolution. In the case of Tanzania participation has been an important part of local government reform and various attempts have been made to strengthen so that to provide people with opportunities for influencing their development. The reform has brought or broadened participation and 28.6% which is equivalent to 18 respondents

out of 63 pointed that the people in the ward nowadays are more participating and have more influence than before the implementation of the policy. However people don't participate much as they have opportunity to do and this connected with the lack of education and poverty.

The government is close to the people.

As most of the proponents of decentralization by devolution policy believe that the reform could bring the government closer to its population, the study also revealed that most of the people feel that the government is close to them despite of some problems faced by the reforms. 11.1% which is equivalent to 7 respondents out of 64 respondents suggested that government is not far from its population *"Now days we can sent our problems to the ward tribunal office"* these were the words from one resident in kihonda ward. Therefore though the represented percentage is not enough, the study revealed that at least the community has begun to experience the impact of the policy.

Community access services easily

Community level seems to be the level that can air out their all-inclusive needs,. At this level (ward and *mitaa*) people are directly aware of the problems in the community and unused resources which enable them to match development plans with existing and potential resources. Self-interest combined with self-reliance and self-management may produce possibilities for development. Lack of basic services such as education, health and sanitation is considered to be one of the calls for implementation of D by D. Therefore the study revealed that community at least access these basic services in a shorter distance when compared before the implementation of the programme. For example there are 59 health facilities in Morogoro municipal and 22 secondary schools and 29 wards free health services for children and women.

Conducting local election

Regular democratic elections of local government helped people to elect their representatives who would work to improve the quality of life in their area of jurisdictions. The research data shows that 38.1% which is equivalent to 24 respondents out of 63 asserted that nowadays they can conduct election and elect their representatives. On the other hand special measures for women and marginalised groups are established. For example the study discovered that establishment of VICOBA has made the community to initiate various livelihood activities which in turn they can meet their social services if there is the case for user charges as well as free health services to children and women.

Citizen access information easily

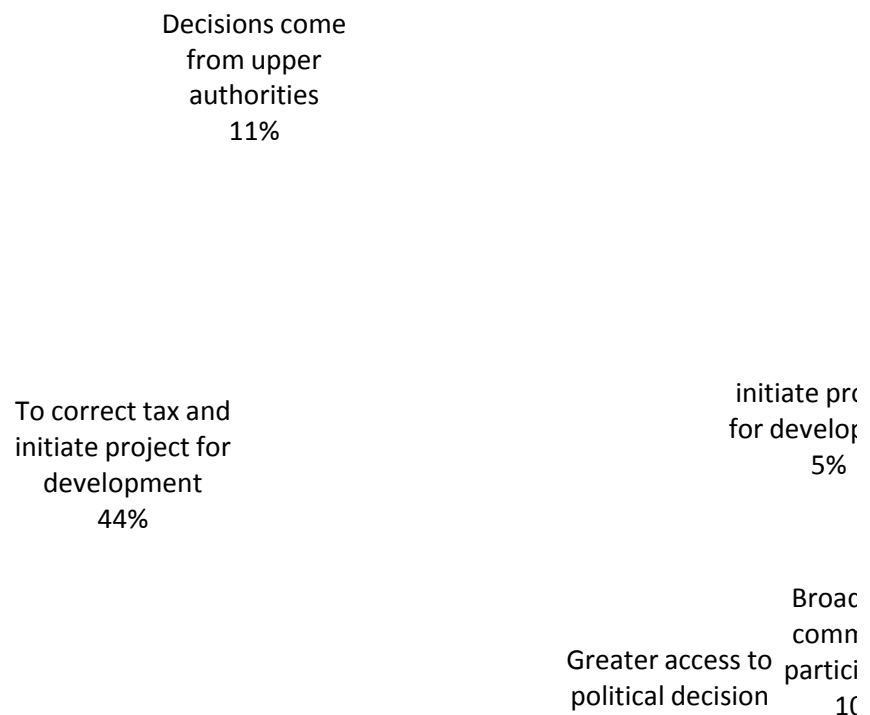
The promotion of associations at the local government and lower local government level such as civil society organisations which can monitor the provision of basic services on regular basis and voice their concerns contributed to easily access of information to the residents. However central government might be needed for monitoring and oversight for access of information to its citizen. Free press and media also played greater role in building awareness about the success and failure of local government.

Autonomy in the ward and *Mitaa*

At the ward level, the development Committee (WDC) is an important organ for making various decision related to their area of jurisdiction. The Morogoro municipal prepare the municipal development plans and suggest activities to the ward and *Mitaa*. Therefore at the ward level the decision made has to go through the municipal council for further recommendations. However the lower local government authorities play greater role in making recommendations to the Municipal, on the other hand *Mitaa* or village government has power to make by laws and to make approval for *Mtaa* plan.

Since the decentralisation by devolution also aimed to make local government authorities autonomous, the study also speculated whether the local government authorities have this autonomy. The study revealed that though they are aware on autonomy to make decisions and implement their development plan but there are some provisions which limit Lower local government authorities. For example table 1.7 shows that 56 respondents which is equivalent to 88.9% out of 63 asserted that D by D policy enhanced autonomy while 11.1% said no autonomy but more confusion came when largest number of respondents suggested that there is interference from the municipal in their decision. One officer from among the surveyed wards asserted that, *“the municipal limit the ward authorities to initiate some project specially those intend to increase ward revenue but when the project grow the municipal want to supervise it”*.

Figure 1.2.Reasons for autonomy



Source: Research field data 2013

Figure 1.2 provide the views on the existence of autonomy in the ward and *mitaa*, this variable was set so as to know the reason for autonomy at the level of ward and *mitaa*. Figure 1.2 results show that lower local authorities can correct tax and initiate project for development asserted by 44% of respondents, while right to make decision 27%, broadening community participation 10% and greater access to political decision 3% and those who said decision come from upper authority 11%

The results show that 88.9% of respondents asserted D by D brought autonomy while 11.1% commented that Decentralisation by Devolution has not brought autonomy to the ward and *mitaa* level.

Tax collection at ward level

Lower local government authorities are given autonomy to levy tax. This is very important for efficient resources and accountability for local government because when the local government feels that certain expenditures are essential for the welfare of their area of jurisdiction they should have ability to finance those expenditures at the boundary through additional taxation. Therefore local government cannot be held accountable if they cannot modify tax rates. Therefore the study revealed that lower local governments are given mandate to collect tax in their areas of jurisdiction, For example figure 1.2 shows that 44. % which is equivalent to 28 respondents out of 63 suggested ward authorities are levying tax.

Table 1.7 Success brought by D by D

Gender of respondents	Frequency	Percent
Increased local community participation	18	28.6
The government is closer to its people	7	11.1
Community access services easily	13	20.6
Local government is accountable and transparent	1	1.6
Conducting local election	24	38.1
Total	63	100

Source: Research field data 2013

Table 1.8 provide general view on the success brought by decentralization by devolution as asserted by respondents whereas 28.6% said the program increased community participation, the government is close to people 11.1%,community access services easily 20.6% ,local government is accountable 1.6% and conducting local election asserted by 38.1 of respondents.

4.4 Challenges faced by lower local government authorities

Delay and shortage of funds

This is one of the challenge raised by respondents, it was observed that funds do not reach on time to the respective wards which in turn affects the implementation of the various developmental programmes. While the proposed budget from the ward level is normally sent early. The table shows that 20.6 % which is equivalent to 13 respondents out 68 respondents commented that funds delay is the main challenge.

Low awareness from the community

This is another problem raised by several of respondents. The study revealed that low awareness from the community is a great setback for further participation at the ward and *Miata* level. Table1.9 shows that 31.7% which is equivalent to 20 respondents out of 63 commented that low awareness from the community is the great challenge. Therefore there is need to provide more education to Tanzanians especially at ward and *mitaa* level, this argument was also emphasized by the municipal doctor.

Table 1.8 challenges at the lower local level

Gender of respondents	Frequency	Percent
Political interference	4	6.3
Delaying of funds and shortage of funds	13	20.6
Corruption	12	19.0
Shortage of skilled personnel	6	9.5
Limited autonomy	1	1.6
Political interference and delaying of funds	7	11.1
Low awareness from the community	20	31.7
Total	63	100

Source: Research field data 2013

The Problems of information and openness

One of the biggest challenges for implementing D by D to the ward and Mitaa in Tanzania is too slow to be reliable. The study revealed that the present decentralisation by devolution has effectively reached the municipal level than the ward and *mitaa* level. The new openness seem in the Tanzanian society seems more

to have been empty phrases than method to come closer to the people. People simply not certain on what is going on in their society. The results obtained from interviewed respondents shows that very few respondents (non officials) recognise the question of decentralization in Tanzania; *“I have never heard such a thing and in our ‘mtaa’ there is no water though sometime we discuss in the meeting but no impact up to day,”* these were the words from one respondent a resident from Mgudeni street in Kihonda ward; on the other hand most of the ward and *Mitaa* authorities got information through mass media such as radio, television and newspapers rather than seminar and capacity building. This problem was also revealed Andreska and Gustafsson in the study of democratization and decentralisation process in Tanzania, obstacles and achievement in urban Dar es salaam.

Lack of qualified personnel or capacity of local authorities

The research study unfold that lower local government encountered with shortage of skilled personnel for example table 1.6 shows that 42.9% of respondents which is equivalent to 27 respondents out of 63 are secondary school leavers and most of them are *Mitaa* executive officers and *mitaa* chairperson. This implies that the service delivered to community is not effective and efficient. Weak administrative or technical capacity at local levels may result in services being delivered less efficiently and effectively may also make equitable distribution or provision of services more difficult For example the surveyed ward Mwembe songo has sixteen *mitaa* and four *mitaa* executive officers, Kingo has seventeen *mitaa* and two *mitaa* executive officers and Kihonda seven *mitaa* and three *mitaa* executive officers.

Limited autonomy

The research study revealed that lower local government authorities are aware on autonomy in decision making but there are some provisions which limit the powers of lower local authorities to initiate and make decision in various matters concerning development. In the selected wards table 1.9 indicates that 1.6% respondents out of

100% asserted that there is limited autonomy while 6.3% out of 100% commented on political interference as another challenge. Therefore this situation provides the conclusion that the decentralisation by devolution policy cannot yield the targeted fruits because its success determined the extent of autonomy given to respective authorities. Andreska & Gustafsson also pointed that when autonomy and accountability mechanism don't work properly the decentralisation cannot function in adequate way either.

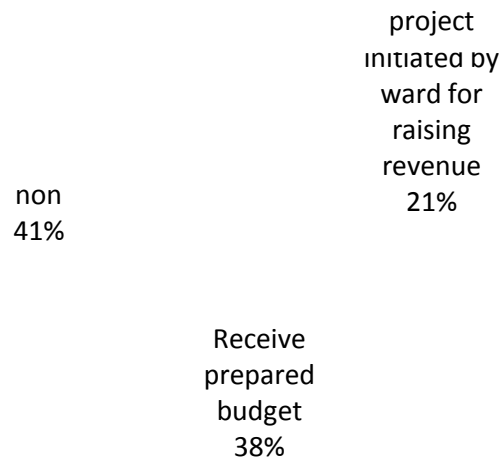
Interference from the upper authorities

The study also observed that most of the lower local government authorities seem to feel that the decentralization has given the national authorities means to supervise the local. One local officer asserted that "*we must report everything we do to them*". On the other hand one ward executive officer stated that on every Friday ward officers have to report to the municipal office so that to see if there is any responsibility to be assigned for the coming week.

Under this subject 37 respondents out of 63 which is equivalent to 58.7% of respondents(as table 1.15 shows) stressed that most of the interfered areas to lower local government include to receive the prepared budget and projects which aims at raising revenue. Therefore it becomes difficult to assign credit to any particular level of government and under such circumstances there is no incentive for any government to improve the services. On the other hand the lack of effective accountability can lead to worsening of services.

Therefore it is important that expenditure assignment to lower local government should be defined clearly and precisely.

Figure 1.3 Matters upper authorities intervene



Source: Research field data 2013

Figure 1.3 shows the areas where the municipal council authorities intervenes whereas 38% commented that they receive prepared budget which hinders ward or mtaa plan, on the other hand 21% most projects initiated by wards are controlled by municipal authorities.

Resistance from some of officials

The study also revealed that some officials are reluctant or happy with the policy for fear losing power while lower local level may enjoy autonomy. This argument also emphasized by Schneider, the decentralization by devolution policy allow activities to be concentrated to lower local level then central part has few resources in terms of fiscal and other resources while local level enjoying autonomy and higher degree of responsibilities.

Therefore decentralization perceived threat to the public sector, central government appears reluctant to clearly delineate and then transfer the various roles, responsibilities and rights of the different levels of government. Therefore decentralization to a multifunctional body such as municipal council then to lower local level might have potential to change the situation in terms of provision of

quality public services like education, health, sanitation systems being responsible to local needs, there is still a long way to go. The present system and approach of control mechanisms are needed otherwise. So the basket mechanism and the decentralization could become yet another failed attempt to improve the provision of services.

CHAPTER FIVE

CONCLUSION AND RECOMMENDATIONS

5.0 Conclusion

The study focused on three objectives namely to identify the advantage or expectations from D by D to the lower local level, the success brought by D by D to the lower local level and the last objectives concerning with the challenges faced by the lower local authorities. Therefore, based on these research objectives the study uncovered that people expected the reform to create environment for mass participation, local authorities to have appropriate autonomy.

Quality provision of public services, good accountability and transparent of the local government, increasing local government officials' sensitivity to local conditions needs and completion of projects at the right time. In view of success brought by Decentralisation by Devolution it was observed the program increased community participation, the government is close to the people, there is also autonomy in the ward and mitaa compared before the implementation of the policy as well as conducting local election and citizen access information easily. However the still there are many challenges such as delay and shortage of funds, low awareness from the community, lack of qualified personnel and limited autonomy because of interference from the upper authorities.

In conclusion, it can only be emphasised that the decision to establish the programme was the right decision and that the paper has demonstrated positive impact although this may not necessarily be observed directly and tangibly everywhere in the country but as a complex and dynamic programme, it is arguably to say that the programme is on track, valid and continues not only to lay foundations for better performance but also continues to provide wide ranging

opportunities for ensuring that power, authority and resources are systematically being devolved to the LGAs and that wide ranging opportunities are being exploited, vast challenges are being faced and addressed and the struggle continues.

The transition process was not enough prepared and explained, leaving lower local government authorities confused about the reform. Lack of training opportunities affects the competence component. Basically staff development enhances knowledge and skills and make worker able to work. This study contributed to the light empirical material on the position of lower local governments.

5.1 Recommendations

- i. Early fund allocation from the central government to the local government under decentralization is very important for quality delivery of services. In considering the roles of central and local governments in poverty reduction, it can be argued that central government is in a better position to implement redistribution policies because its fiscal policies cover the whole country. This allows it to generate revenues from rich regions of the country to provide infrastructure and basic services in poor parts of the country and that is to the lower local government. This is very important because fund from the ministry will supplement local government budget consequently to the lower local government.
- ii. More seminars and capacity building should be conducted for Mitaa Executive Officers and Ward Executive Officers. For the success of decentralization, local governments must have the institutional, technical and managerial capacity to perform their various tasks of raising revenues and providing public services. This is very important also because the study revealed that the capacity building is done at the municipal level only. Therefore, there is also a need to build the capacity of local as well as central government functionaries for performing their tasks, including collecting the required data and maintaining databases. Central

government can play a leading role in developing the capacity of local governments through training programmes.

- iii. More education to community about decentralization by devolution. Since decentralization also aims to involve local community in various development programmes so as to have sustainable development then there is a need to educate more the local people. This is very important because the study unfold low awareness of local people is the great setback for the policy to achieve the objectives because other programmes need participatory planning.
- iv. Clear clarification of functions and sources of revenue of various levels of government is very important if decentralization is to yield its objectives. Overlapping of functions, a common problem creates a situation in which it becomes difficult to hold any particular level of government responsible for the lack of basic services. Therefore, the tasks assigned to lower local governments should be clear and precise. Moreover, without precise expenditure assignments, corresponding revenues to finance that expenditure then D by D strategy can no yield the deserved fruits.. The allocation of functions to local governments should be in line with their capacity and also based on considerations of efficiency. Certain capital services, such as construction of health facilities, school, and water services are more appropriate to be controlled by lower local government.
- v. Proper sequencing of decentralization or dealings is potential for success. The proper sequencing in designing decentralization measures plays an important role in the success of decentralization. To begin with, the responsibilities of local governments, keeping in view their capacity, should be decided in order to determine their expenditure requirements. To meet these expenditures, sources of revenues should be identified and allocated. Usually, in fiscal decentralisation initiatives, the focus is first on the revenue side due to political pressure, and clear assignment of

expenditure is neglected: this can have contrary result on the delivery of public services.

- vi. Decentralisation should be used as a tool for quality delivery of public services. Decentralization in most countries of the region has not been carried out for the essence of provision of services. However, the institutions launches can lead to improved delivery of services to the local people, participatory planning and implementation of developmental activities and programmes particularly for the benefit of the targeted communities, opportunities for the poor to articulate their needs and preferences and improved governance at the local level, all of which can aid to improve living standard of local people.

Decentralization is expected to have a strong and positive impact on delivery of public services and increase community participation through increased efficiency and better targeting of services as well as greater responsiveness to the local needs. The institutions and structure of decentralisation are conducive to serve the needs of the respective society. The monitoring of services by representatives of local people leads to accountability of government officials, which in turn improves the delivery of services. The involvement of civil society in overseeing the provision of services to the targeted group, enhanced access to information on the activities of local governments, free media and some monitoring and oversight by central government can further improve accountability and transparent at the lower local level.

- vii. More research should be done in the forthcoming to further explore and augment relation of lower local capacities and quality delivery of services.

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APPENDICES

APPENDIX 1: ACTION PLAN

S/N	Activity	Time frame											
Activity		2011						2012					
		Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun
1	Developing a research proposal												
2	Research proposal submission and amendments												
3	Questionnaire pretesting and data collection												
4	Data processing(editing, classification,coding,transcription and tabulation)												
5	Data analysis												
6	Report writing												
7	Report submission and amendments												

APPENDIX 2. List of wards and number of *mitaa* in Morogoro municipal

DIVISION	S/NO.	WARDS	MITAA
MOROGORO URBAN		Bigwa	09
	1	Boma	15
	2	Kichangani	11
	3	Kihonda	07
	4	Kilakala	14
	5	Kingo	17
	6	Kingolwira	07
	7	Kiwanja cha ndege	13
	8	Mafiga	15
	9	Mazimbu	06
	10	Mbuyuni	06
	11	Mji mkuu	07
	12	Mji mpya	12
	13	Mlimani	12
	14	Mwembesongo	16
	15	Mzinga	04
	16	Sabasaba	12
	17	Sultani area	10
	18	Uwanja wa Taifa	11
	19	Mafisa	03
	20	Tungi	08
	21	Luhongo	06
	22	Kauzeni	06
	23	Magadu	06
	24	Lukobe	05
	25	Mkundi	08
	26	Chamwino	13
	27	Kihonda magorofani	08
	28	Mindu	05

Source: Research field data 2013

APPENDIX 3.A list of health facilities in Morogoro Municipal council

S/NO	NAME OF HOSPITAL	OWNERSHIP
1	Morogoro region	Public
2	Mazimbu	Public
3	Mzinga	Parastatal
4	Sabasaba	Public
5	Mafiga	public
6	Uhuru	public
7	Kingolwira	public
8	SUA	parastatal
9	Mgolole	Religion
10	Holy cross	Religion
11	Agakhan	Religion
12	Mt Uluguru	Private
13	Shalom Mazimbu	Private
14	Konga	Public
15	Luhungo	Public
16	Malipula/chamwino	Public
17	Vituli	Public
18	Madaganya	Public
19	Magadu	Public
20	Kibwe	Public
21	Towero	Public
22	Mbete	Public
23	Kilakala	Public
24	Mkoya	Public
25	Magereza mkoa	Public
26	Ardhi Institute	Public
27	Kilakala secondary	Public
28	Ujenzi mkoa	Public
29	Tuwaenzi wazee	Private
30	Police FFU	Public
31	TTC Kigurunyembe	Public
32	K/ndege(RC)	Religion
33	SDA	Religion
34	Kilakala Martenity	Religion
35	Lutheran jun. Seminary	Religion
36	Jabal Hira	Religion
37	Presbyterian	Religion
38	TAG	Religion
39	Mico Kihonda	Private
40	Ahmadya Town	Religion
41	Al-Jamih	Private
42	Apostles church	Religion
43	TRC	Parastatal
44	Tungi Estate	Private
45	Twinchelage	Private
46	Wami	Private
47	Huruma R.M.C	Private

48	Msamvu	Private
49	St. Mary's	Private
50	Upendo Care	Private
51	Amani/Peace	Private
52	Shaloom (St. Road)	Private
53	Mt. Rungwe	Private
54	TTPL	Private
55	Tumaini	Private
56	Kichangani	Public
57	Uzima	Religion

Source: Research field data 2013

APPENDIX 4:QUESTIONNAIRE FOR THE LOCAL GOVERNMENT OFFICIALS

I, a student of Mzumbe University pursuing a master degree of public administration, I purposely select you a stakeholder of Local Authority to fill this Questionnaire with relevant information related to the study I'm conducting, with the title “: **Challenges of implementing D by D in relation to the question of autonomy to the lower local governments (LLGs) in Tanzania:** The case of Morogoro Municipal For the partial fulfillment for the requirement of awarding a master degree of public administration. Please your comments will be treated as confidential.

Qn1. Sex (a) Male (b) Female { }

Qn2 Municipal Council.....

Qn 3.Department.....

Qn 4. Position

Qn5. Working Experience (a) 1 – 5 (b) 6 – 10 (c) 10 and above { }

Qn6. Level of Education (a) Masters and above (b) Degree (c) Diploma (d) Advance Diploma. { }

Qn6 Are you aware with Decentralisation by Devolution policy?

a) Yes, (b) No ()

Qn.8 If yes what are the ways used to bring awareness to local Government staff on D by D Policy.

i).....ii).....

iii).....iv).....

Qn9.Does D by D enhance Autonomy in your Municipal?

a) Yes (b) No ()

Qn 10.Give any five reasons regarding to answers provided in question 5

i)-----ii)-----

iii)-----iv)-----

v)-----

Qn 11.Is the D by D policy implemented to the Lower Local Level

a) Yes (b) No ()

Qn 12.What are the ways used to bring awareness to lower local authorities

i)-----ii)-----

iii)-----iv)-----

v)-----

Qn13.What are the success of D by D in relation service delivery

i)-----ii)-----

iii)-----iv)-----

v)-----

Qn14 What are the challenges of implementing D by D at the Lower local level.

i)-----

ii)-----

iii)-----

iii)-----

iv)-----

v)-----

Qn 15 What are the advantages of implementing D by D to the Lower Local Level

i)-----

ii)-----

iii)-----

iii)-----

iv)-----

v)-----

Qn16. (a) Is there any interference from the central government when administer municipal plans

(a) Yes (b) No { }

Qn17. If yes, in what matters does the central government intervenes.

Qn18. Does your municipal raise its own revenue and implement developments projects in (secondary education sector) in line with its budget without subside from central government?

a) No b) Yes

Qn19.If yes how do you raise your own revenue?

Qn20. What are your comments and opinions in improving Local government Authorities?

APPENDIX 5

QUESTIONNAIRE FOR LLGs

I, a student of Mzumbe University pursuing a master degree of public administration, I purposely select you a stakeholder of Local Authority to fill this Questionnaire with relevant information related to the study I'm conducting, with the title “.: **Challenges of implementing D by D in relation to the question of autonomy to the lower local governments (LLGs) in Tanzania: The case of Morogoro Municipal** For the partial fulfillment for the requirement of awarding a master degree of public administration. Please adhere to the instruction in answering and remember your comments will be treated as confidential.

Qn1. Sex (a) Male (b) Female { }

Qn 2. Ward _____

Qn 3. Mtaa _____

Qn 4. Position-----

Qn5. Working Experience (a) 1 – 5 (b) 6 – 10 (c) 10 and above { }

Qn6. Level of Education attained (a) Masters and above (b) Degree Advance Diploma (c) Diploma (d).

Qn.7.Are you aware with D by D policy?

a) Yes b) No

Qn.8 If yes what are the ways used to bring awareness to local Government staff on D by D Policy.

i).....ii).....

iii).....iv).....

Qn9.Does D by D enhance Autonomy in your School?

a) Yes (b) No ()

Qn 10.Give any five reasons regarding to answers provided in question 5

i)-----

ii)-----

iii)-----

iv)-----

v)-----

Qn11.What are the success of Decentralisation by Devolution policy at the lower local level

i)-----ii)-----

iii)-----iv)-----

v)-----

Qn12 What are the challenges of implementing D by D at the Lower local level.

i)-----

ii)-----

iii)-----

iii)-----

iv)-----

v)-----

Qn 13 What are the advantages of implementing at the Lower Local Level(ward/mitaa)

i)-----

ii)-----

iii)-----

iii)-----

Qn14. (a) Is there any interference from the municipal when administer school plans

(a) Yes (b) No { }

Qn15. If yes, in what matters does the municipal intervenes.

.....

.....

.....

Qn16. Does your ward raise its own revenue and implement developments projects in line with its budget without subsidy from municipal or central government?

a) No b) Yes ()

Qn17.If yes how do you raise your own revenue?

Qn18. What are your comments and opinions in improving Lower Local government Authorities?

APPENDEX 6

DODOSO LA MADIWANI,MAKATIBU WATENDAJI WA MITAA NA WENYEVITI SERIKALI ZA MITAA.

Mimi ni mwanafunzi wa chuo kiku cha Mzumbe ninayesomea shahada ya uzamilivu ya Uongozi na Utawala.Nimekuchagua wewe kama mdau wa mamalaka ya serikali za mitaa ili ujaze taarifa sahihi za dodoso hili la utafiti unaohusu “ Changamoto za utekelezaji wa sera ya maboresho ya serikali za mitaa katika ngazi ya kata na mitaa nchini Tanzania:Manispaa ya Morogoro, ili kukamilisha mafunzo ya shahada ya uzimili.

1.Jinsia (a) Mwanaume (b) Mwanamke ()

2.Kata.....

3.Mtaa.....

4.Nafasi yako kazini.....

5.Uzoefu kazi (a) 1-3 (b) 3-5 (c) 6 na kuendelea

6. Kiwango cha elimu (a)shahada ya uzamili na kuendelea (b) shahada (c) stashahada(d) Cheti (e) Elimu ya sekondari (f) Elimu ya msingi.

7. Je unafahamu chochote kuhusu maboresho ya serikali za mitaa?

a) Ndiyo (b) Hapana. ()

8. Kama jibu lako ni ndiyo ni njia zipi hutumika kukufikishieni habari.

i).....ii).....

iii).....iv).....

9. Je sera ya maboresho ya serikali za mitaa imetoa uhuru kwa viongozi wa kata/mitaa kufanya maamuzi?

a) Ndiyo (b) Hapana. ()

10. Toa sababu kulingana na jibu la swali namba 9.

i).....ii).....

iii).....iv).....

11. Kunamafanikio gani yaliyoletwa na maboresho ya serikali za mitaa katika utoaji wa huduma za kijamii.

i).....ii).....

iii).....iv).....

v).....

12. Je kunachangamoto gani zinazojitokeza kwenye utekelezaji wa sera ya maboresho ya serikali za mitaa katika ngazi ya kata na mitaa.

i).....

ii).....

iii).....

iv).....

v).....

13. Je, unamatarajio au matazamio gani juu ya utekelezaji wa sera ya maboresho ya serikali za mitaa.

i).....

ii).....

iii).....

iv).....

v).....

14. Je mamlaka za manispaa au serikali kuu zinaathiri au kuingilia mnapotekeleza maamuzi na mipango mbalimbali ya kata au mitaa?

a) Ndiyo (b) Hapana. ()

15.Kama jibu lako ni ndiyo ni namna gani au maeneo gani mamlaka hizo zinaathiri mipango yenu.

.....
.....

16.Je kata au mtaa inavyanzo vya mapato na kutekeleza miradi mbalimbali ya maendeleo bila kutegemea serikali kuu au manispaa?

a) Ndiyo (b) Hapana. ()

17.Kama jibu lako ni ndiyo taja vyanzo vya mapato

i).....ii).....
iii).....iv).....
v).....

18.Je unatoa wito au maoni gani ili kuboresha mamlaka ya serikali za mitaa hususani katika ngazi ya kata na mitaa.

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

APPENDIX 7

DODOSO LA WANANCHI

1. Umri wako?
2. Elimu uliyohitimu? _____
3. Unaishi katika kata ipi? _____
4. Unafahamu chochote kuhusu Maboresho ya serikali za mitaa?

- (a) Ndiyo (b) Hapana
5. Kama jibu lako ni ndio ni njia zipi hutumika kukufikishieni habari wananchi popote mlipo?
6. Je katika kata au mtaa unaoishi maamuzi ya shughuli za kimaendeleo husani elimu hufanywa na nani?
7. Wananchi mnashirikishwaje katika kupanga na kujadili mipango ya kimaendeleo ya elimu kwenye mtaa au kata zenu?.
8. je, unafikiri sera ya maboresho ya serikari za mitaa imesongezahuduma ya elimu karibu na wananchi.
9. Je kunachangamoto zozote kwenye utekelezaji wa sera ya maboresho ya madaraka serikari za mitaa hususan kwenye sekta ya elimu sekondari?
10. Mamlaka za Manispaa, Halmashauri au Serikali kuu zinaathiri vipi maamuzi yenu na mipango mbalimbali mliyo ipanga katika kata au mtaa?
11. Je viongozi katika ngazi mbalimbali huchaguliwa na wananchi wenyewe au kutoka mamlaka zingine zilizo juu yenu?

12. Kama jibu lako ni ndiyo ni namna gani au maeneo gani mamlaka hizo zinaathiri mipango yenu.
13. Je, kuna faida gani juu ya utekelezaji wa sera ya maboresho ya serikali za mitaa.
14. Unatoa wito au maoni gani kuhusu sera ya maboresho ya serikali za Mitaa?.
15. Je unatoa wito au maoni gani ili kuboresha mamlaka ya serikali za mitaa hususani katika ngazi ya kata na mitaa.

APPENDIX 8

INTERVIEW GUIDE FOR DIRECTOR.

Qn1. Sex

Qn2 Municipal Council.....

Qn 3. Position

Qn4. Working Experience

Qn5. Level of Education Qn6 Are you aware with Decentralisation by Devolution policy?

Qn.6 If yes what are the ways used to bring awareness to local Government staff on D by D Policy.

Qn7.Does D by D enhance Autonomy in your Municipal?

Qn 8.Give any five reasons regarding to answers provided in question 5

Qn 9.Is the D by D policy implemented to the Lower Local Level

Qn 10.What are the ways used to bring awareness to lower local authorities

Qn11.What are the success of D by D in relation to service delivery

Qn12 What are the challenges of implementing D by D at the Lower local level.

Qn 13 What are the advantages of implementing to the Lower Local Level

Qn14. Is there any interference from the central government when you administer municipal plans

Qn15. If yes, in what matters do the central government intervenes.

Qn16. Does your municipal raise its own revenue and implement developments projects in (secondary education sector) in line with its budget without subsidy from central government?

Qn17.If yes how do you raise your own revenue?

Qn18. What are your comments and opinions in improving lower Local government Authorities?

APPENDIX 9

CODING KEY FOR THE QUESTIONNAIRE ADMINISTERED TO RESPONDENTS IN FOUR WARDS IN MOROGORO MUNICIPAL.

Question 1

Code name: Gender.

Male =1

Female = 2

Question 2

Code name: Name of the ward.

Kihonda = 1

Mazimbu = 2

Mwembesongo = 3

Kingo = 4

Question 3.

Code name: mtaa

Kihonda = 1

Mazimbu = 2

Mwembesongo = 3

Kingo = 4

Other ward =5

Question 4.

Code name: position of respondent

Director = 1

Head of department =2

Ward executive officer = 3

Ward community development officer =4

Ward education coordinator =5

Revenue corrector = 6

Mtaa executive officer =7, Councelors=8

Other respondent = 9, Mitaa chairperson= 10

Question 5.

Code name : Experience in the job

One to 3 years = 1

Three to five years = 2

Six and above = 3, Non=4

Question 6.

Code name : level of education.

Master and above = 1

First degree = 2

Advance diploma = 3

Secondary education = 4

Primary education = 5, Certificate=6

Question 7.

Code name : awareness on D by D policy

Yes = 1

No = 2

Question 8.

Code name : Ways used to bring awareness

Meeting = 1, Mass media = 2

Seminars = 3, Noticeboard = 4

Meeting and mass media=5

Advocacy, capacity building and sensitization=6

I don't know=7

Question 9

Code name : D by D brought autonomy

Yes =1

No = 2

Question 10

Code name : reasons for autonomous

Right to make decision = 1

Initiate projects for development=2

Broadening community participation = 3

Greater access to political decision making = 4

Implement development plans on time = 5

To collect tax and initiate project for development=6

Decision come from upper authorities=7

Question 11.

Code name : Success brought by D by D Policy

Increased local community participation = 1

The government is closer to its people = 2

Community access services they need = 3

Local government is accountable and transparent = 4

Conducting local election = 5

Question 12.

Code name : Challenges of implementing D by D Policy.

Political interference = 1

Delaying of funds and shortage of funds = 2

Corruption = 3, Shortage of skilled personnel =4

Limited autonomy = 5, Political interference and delaying of funds=6

Low awareness of local people=7

Question 13.

Code name: Advantages of implementing D by D

High involvement of local people = 1

Autonomous of local authorities = 2

Local government become more legitimate accountable and transparent =3

Completion of project at right time = 4

Improve living standard of the people =5

High involvement of local people and autonomus of LLGs = 6

Question 14.

Code name : interference from the upper authorizes.

Yes =1

No = 2

Question 15.

Code name: Matters the upper authorities intervene

Project initiated by ward for raising revenue = 1

Receive prepared budget =2

Non= 3

Question 16.

Code name : Raising revenue

Yes =1

No = 2

Question 17

Code name : sources of revenue

Community effort = 1

Registration fee for squatter residence = 2

Car parking fee = 3

Tax from entrepreneurs=4

Registration fee for squatter residence and Tax from entrepreneurs = 5

Question 18.

Code name: improving lower local governments.

Provision of working tools eg computer =1

Early fund allocation =2

The collected revenue should be left to the ward=3

Full authority should be given to lower local authorities=4

Capacity building for mitaa officers on D by D policy =5

The need of skilled personnel=6

More education for local people=7