

**RELATIONSHIP BETWEEN COUNCILLORS AND MANAGERIAL STAFF
IN THE LOCAL GOVERNMENT AUTHORITIES IN TANZANIA: THE
CASE OF MOROGORO MUNICIPALITY**

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IN THE LOCAL GOVERNMENT AUTHORITIES IN TANZANIA: THE
CASE OF MOROGORO MUNICIPALITY**

By

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**A Dissertation Submitted to the School of Public Administration and
Management in Partial/Fulfillment of the Requirements of the Award of the
Master of Science in Human Resource Management Degree of Mzumbe
University, Tanzania**

2015

CERTIFICATION

We, the undersigned, certify that we have read and hereby recommend for acceptance by the Mzumbe University, a research report entitled, **Relationship between Councillors and Managerial Staff in the Local Government Authorities in Tanzania: the Case of Morogoro Municipality** in partial/fulfillment of the requirement of the Master Science in Human Resource Management of Mzumbe University 2015.

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DECLARATION

AND

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I, Florian Mtunga, declare that this research report is my own work done at Morogoro Municipal Council. And it has not been submitted at Mzumbe University or any other Higher Learning Institute for the purpose of an academic award.

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DEDICATION

This research report is dedicated to my beloved family for supporting me in different ways, I am truly blessed and appreciate their kindness, wisdom and efforts to ensure my condition and mind are well and continue with studies.

ABBREVIATIONS AND ACRONYMS

ALAT	Association of Local Authorities in Tanzania
CAP	Chapter
CBOs	Community-Based Organization
CC	City Council
CCM	Chama cha Mapinduzi
DC	District Council
FBOs	Faith-Based Organization
LGAs	Local Government Authorities
LGRP	Local Government Reform Program
MDGs	Millennium Development Goals
MKUKUTA	Mkakati wa Kukuza Uchumi na Kupunguza Umasikini Tanzania
MM	Municipal Council
MMC	Morogoro Municipal Council
MPs	Member of Parliament
NGOs,	Non-Governmental Organization
NSGRP	National Strategy for Growth and Reduction of poverty
OB	Organizational Behavior
PMO-RALG	Prime Minister Office Regional Administration and Local Government
RAS	Regional Administrative Secretary
RE	Revised Edition
TANU	Tanganyika National Union
WDC	Ward Development Committee
WEO	Ward Executive Officer

ABSTRACT

This research was aimed at examining the relationship that exists between councilors and managerial local government staff and their consequences in the operations of local government authorities. Specifically, the research aimed to understand the nature and types of relationships that exist between councillors and managerial staff, to describe the factors of each type relationship between councillors and managerial staff and their effects on the operation of the council.

The research used a case study design in order to get a chance of studying the population intensively. Purposive sampling was used for the purpose of obtaining detailed information from councillors and managerial staff. The research used both primary and secondary data whereby interview, questionnaire and documentary review were used. The research used qualitative data analysis methods like; description of the facts, logical interpretation, comparison and explanation of the findings.

Findings from this study revealed that, the relationship between councillors and municipal staff in MMC is effective compared to previous years. Most councillors and municipal staff said that the quality of the services offered by the MMC is better than before; this situation implies that there is a functional relationship between councillors and municipal staff in ensuring that services offered to the community are of high quality.

The study recommends that, in order for the local government authorities (LGAs) to perform their duties effectively and efficiently, councilors and employed staff (managerial staff) need to work together as a team or as partners.

TABLE OF CONTENTS

CERTIFICATION	i
DECLARATION AND COPYRIGHT	ii
ACKNOWLEDGEMENT	iii
DEDICATION	iv
ABBREVIATIONS AND ACRONYMS	v
ABSTRACT	vi
TABLE OF CONTENTS	vii
LIST OF TABLES	xii
LIST OF FIGURES	xiii
 CHAPTER ONE	1
INTRODUCTION.....	1
1.0 Introduction	1
1.1 Background of the Study.....	1
1.2 Statement of the Problem	3
1.3 Research Objective.....	3
1.3.1 General Research Objective	3
1.3.2 Specific Research Objectives	4
1.4 Research Questions	4
1.5 Significance of the Study	4
1.6 Scope of the Study	6
1.7 Limitations of the Study	6
 CHAPTER TWO	8
LITERATURE REVIEW.....	8
2.0 Introduction	8
2.1 Theoretical Literature Review.....	8
2.1.1 Models of Politics and Administration Relationships.....	8
2.1.1.1 Formal Model.....	9

2.1.1.2 Adversarial Model.....	10
2.1.1.3 Village Life Model.....	11
2.1.1.4 Functional Relationship	12
2.1.2 Relationship between Politics and Administration in Tanzania Local Government	13
2.1.3 Legislations Review on the Relationship between Councillors and Managerial Staff in Tanzania Local Government Authorities	15
2.2 Empirical Literature Review	18
2.2.1 Conflicts between Councillors and Managerial Staff	18
2.2.2 Trust between Councillors and Managerial Staff.....	18
2.2.3 Education Gap between Councillors and Managerial Staff	19
2.2.4 Interaction and Cooperation between Councillors and Managerial Staff	20
2.3 Research Gap	21
2.4 Conceptual Framework	22
2.4.1 Trust	22
2.4.2 Conflicts	23
2.4.3 Attitude.....	23
2.4.4 Resources	24
2.4.5 Time	24
2.5 Concluding Remarks	25
CHAPTER THREE	26
RESEARCH METHODOLOGY	26
3.0 Introduction	26
3.1 Research Design.....	26
3.2 Study Area.....	27
3.3 Study Population	27
3.4 Sample and Sampling Techniques	28
3.4.1 Sample Size.....	28
3.4.2 Sampling Techniques.....	29

3.5 Data Collection Methods	29
3.5.1 Questionnaire	29
3.5.2 Interview	30
3.5.3 Documentary Review	31
3.6 Data Analysis	31
3.7 Data Presentation	31
3.8 Ethical Considerations	32
3.9 Reliability and Validity	32
CHAPTER FOUR.....	34
DATA ANALYSIS, PRESENTATION AND DISCUSSION OF FINDINGS	34
4.0 Introduction	34
4.1 Demographic Characteristics of Respondents	34
4.1.1 Sex of respondents	34
4.1.2 Age of respondents.....	34
4.1.3 Education level of respondents	35
4.1.4 Duration in public service	36
4.1.5 Distribution of questionnaires	37
4.2 Findings and Discussion	38
4.2.1 Nature of Councillors-Managerial Staff Relationship in MMC	38
4.2.1.1 Nature of Employment between Councillors and Managerial Staff	38
4.2.1.2 Roles and Responsibilities of Councillors and Managerial Staff.....	39
4.2.1.2.1 Decision Making.....	39
4.2.1.2.2 Inspection	40
4.2.1.2.3 Budget Process	41
4.2.1.2.4 Advising	42
4.2.1.3 Organisational Structure.....	43
4.2.2 Types of Relationships between Councillors and Managerial Staff	44
4.2.2.1 Classical/Formal Relationship	44
4.2.2.2 Village-Life Relationship.....	45

4.2.2.2.1 During Election Period.....	46
4.2.2.2.2 Presence of Development Projects within MMC.....	47
4.2.2.2.3 The Role of Advising.....	47
4.2.2.3 Adversarial Relationship.....	48
4.2.2.3.1 Presence of Conflicts.....	48
4.2.2.3.2 Presence of Mistrust.....	48
4.2.2.3.3 Presence of Strikes	49
4.2.2.3.4 Presence of Doubts.....	50
4.2.2.3.5 Reporting of Problems	51
4.2.3 Factor Influencing Councillors-Managerial Staff Relationships in the Council.....	52
4.2.3.1 Different Interests between Councillors and Managerial Staff.....	52
4.2.3.2 Accomplishment of Development Projects.....	53
4.2.3.3 Mobilising people to participate in tax campaigns	54
4.2.3.4 Distance between Councillors and Managerial Staff.....	55
4.2.3.5 Rules and Regulations.....	55
4.2.3.6 Financial Resources	57
4.2.3.7 Presence of Disciplinary Committee.....	58
4.2.3.8 Sports Bonanza	58
4.2.4 Effects of Such Relationships in the Operations of the Council.....	59
4.2.4.1 Classical/Formal Relationship	59
4.2.4.1.1 The Delay in Reaching Consensus.....	60
4.2.4.1.2 Interfering Managerial Staff Duties	60
4.2.4.2 Village-Life Relationship.....	60
4.2.4.2.1 Wastage of Time	60
4.2.4.2.2 On-Time Accomplishment of Development Project.....	61
4.2.4.2.3 Sharing Experience and Ideas	61
4.2.4.3 Adversarial Relationship.....	62
4.2.4.3.1 Poor Decision Making of Municipal Staff	62
4.2.4.3.2 Reduce Morale of Managerial Staff.....	63

4.2.4.3.3 Speed Up Accomplishment of Development Project.....	63
4.3 Concluding Remarks	64
CHAPTER FIVE.....	65
SUMMARY, CONCLUSION AND RECOMMENDATIONS.....	65
5.0 Introduction	65
5.1 Summary of the Study.....	65
5.1.2 Summary of the Major Findings	66
5.2 Conclusion	66
5.3 Recommendations	67
5.3.1 The Municipal Council	67
5.3.2 Prime Minister’s Office- Regional Administration and Local Government (PMO- RALG)	67
5.3.3 Political Parties	68
5.3.4 Managerial Staff.....	69
5.3.5 Councillors	69
5.3.6 Citizens.....	70
5.3.7 Other Stakeholders	70
5.4 Further Research	70
REFERENCES.....	71
APPENDICES	75

LIST OF TABLES

Table 3.1: Target Population.....	28
Table 3.2: Sample Size.....	28
Table 4.1: Distribution of Respondents by Sex	34
Table 4.2: Distribution of age of respondents	35
Table 4.3: Distribution of Education level of respondents	36
Table 4.4: Years People involved in public services	37
Table 4.5: Distributions of Questionnaires	38

LIST OF FIGURES

Figure 2.1: Conceptual Framework.....	22
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CHAPTER ONE

INTRODUCTION

1.0 Introduction

This research report presents the findings of a study that intends to examine the relationship that exist between the councilors nad managerial staff in the Tanzania Local Government Authorities and the impacts of such relationship to the operation of Local Government Authorities. This chapter covers the background of the study, a statement of the problem, research objectives, research questions, and significance of the study, delimitation of the study.

1.1 Background of the Study

The supreme decision makers in any local authority are elected members. All decisions taken anywhere in local authorities are formally those of the council and all the staff employed by the authority are ultimately responsible to it. Councilors and their parties supply the policy guidelines within which their officers must work, these guidelines reflect much or less adequately the demands and needs of the citizens whom councilors are elected to represent (Elock, 1994). Due to the nature of local structures and the process of political parties in which councilors came from to differ, this situation influences the ways in which decisions are taken by individual local authorities and influences the relationship between councillors and managerial staff in local government authorities.

In Tanzania local authorities, at council level, the representatives/councillors make decisions through the Full Council meetings, which is the highest legal organ for making decisions that are to be implemented by the bureaucrats. In urban level, the Full Council meets at least every quarter of the year, the Full Council is supported by a number of committees such as; committee for urban planning, committee for public health, committee for education and culture, committee for trade and economic affairs, committee for Human Resource Development, the committee for a Finance and

administration. The membership of these committees is from the list of Councilors (URT, 1982). The committees are responsible in overseeing the work of the administrative departments, but they are not a full administrative body, since they compose political leaders. All committees have specific mandates for instance, the standing committee of finance is mandated to review all minutes of the contracts within the council on a quarterly basis in order to ensure that what is exercised safeguard the interests of the council and it has mandate to review and proposes any changes to the administration of the council (Kisembo, 2006). The functions of these committees should reflect the council's objectives such as; maintenance of law, order and good governance, promotion of economic and social welfare of the people in their jurisdiction, ensuring effective and equitable delivery of quality services to the people within areas of jurisdiction.

Effective working relationship between councillors and managerial staff in local government authorities is one of the essential relationships in any Local Government Authorities. The poor and ineffective relationships between the two groups have negative impacts on the ability of the council to deliver quality services to the public. Councillors and managerial staff in Tanzania local government authorities are required to work closely together in order to make the services provided by the council to reflect the peoples' needs.

There are different researches conducted in Tanzania on how councillors and managerial staff in local government authorities work, their relationship, roles, decision making, good governance and causes of conflicts among the two groups. Warioba (2008) Brathen (2005) and Kunkuta (2003) came out with the causes of conflicts between councillors and managerial staff in Tanzania local government authorities and different sources of mistrust among the two groups. Based on the findings of these studies, there is insufficient information on how the relationships between councillors and managerial staff have impacts on the operation of Local Government Authorities in Tanzania. This has been a key driver for carrying out this research.

Therefore, the study intends to examine the relationships that exist between councillors and managerial staff for the purpose of understanding the extent to which such a relationship can influence the operations of the LGAs, using Morogoro Municipal Council as a case study

1.2 Statement of the Problem

Effective working relationship between councilors and managerial staff in LGAs is one of the most important relationships in any Local Government Authorities. Poor or ineffective relationship between the two groups has negative impacts on the ability of the councils to deliver quality services to the public. Also, good or effective relationship between councilors and managerial staff has positive impacts towards the ability of the council to deliver quality services to the public.

Most of the Tanzania Local Government Authorities are characterized by growing number conflicts, mistrust and misunderstanding between councilors and managerial staff. This situation cause the presence of strikes, councilors refuse to enter into meeting rooms and it cause managerial staff to make irrational decisions. Such situations influence relationship between councilors and managerial staff and the ability of the council to acheive its' objectives.

This study focusing on examining the relationship that exists between councilors and managerial staff for the purpose of understanding the extent to which they influence the operations of the LGAs, using Morogoro Municipal Council as a case study.

1.3 Research Objective

1.3.1 General Research Objective

The general research objective of this study was to examine the relationship that exists between councillors and managerial staff in Local Government Authorities in the course of understanding the extent to which they affect or influence the operations in Local Government Authorities.

1.3.2 Specific Research Objectives

- i. To explore the nature and types of relationships that exists between councillors and managerial staff in Morogoro Municipal Council.
- ii. To determine and describe the factors behind certain types relationship between councillors and managerial staff in Morogoro Municipal Council.
- iii. To determine the effects of such relationships in the operation of the council.

1.4 Research Questions

The following research questions are derived from the fundamental research question:

- i. What is the nature and types of relationships that exist between councillors and managerial staff in Morogoro Municipal Council?
- ii. What are the factors behind certain type of relationship between councillors and managerial staff in Morogoro Municipal Council?
- iii. What are the effects of councilor and managerial staff relationships in the operation of the council?

1.5 Significance of the Study

Theoretically, this study tries to provide understanding and explain the extent to which the relationships between councillors and managerial staff have impacts to the operations of LGAs in Tanzania. Since councillors represent their people in the council by playing a great role in facilitating the interrelationship between their constituencies (people), the municipal council and other development stakeholders. Therefore, in order for councillors to perform their responsibilities they have to interact effectively with both people (within their constituencies) and managerial staff.

The study shows the extent to which effective working relationship between councillors and managerial staff in LGAs is one of the most important relationships in any LGAs. Also, it reveals the extent to which poor or ineffective relationship between the two groups has impacts on the ability of the councils to deliver quality services to the public.

Furthermore, the study shows the ways in which councillors and managerial staff work, how the two groups are working interdependently, whereby the councillors present different problems from their constituencies and present them to the council and managerial staff had to ensure that all issues raised within the communities and presented by councillors are taken into consideration and find the solutions to those issues. Also, the study shows the ways used by LGAs to make the relationship between councillors and managerial staff to be effective. For example, MMC had tried to increase transparency at all levels of the council in order to minimise conflicts among the two groups, paying allowances to councillors on time, the council has introduced sports bonanza whereby every year there is sport bonanza which brings together councillors and managerial staff, this situation helps to improve interpersonal relationship between the two groups. The presence of the disciplinary committee and management meetings help to improve councilor-managerial staff working relationship.

Also, this study provides an understanding to policy makers and Morogoro Municipal Council of how the relationships between councillors and managerial staff in LGAs have impacts on LGAs operations. The practical significance of this study is that; effective working relationship between councillors and managerial staff in LGAs is one of the most important relationships in any LGAs. Poor or ineffective relationship between the two groups has negative impacts on the ability of the councils to deliver quality services to the public. Since councillors and managerial staff work interdependently, they must have effective relationship and similar goals in achieving both council objectives and national policies such as; MKUKUTA, MDGs 2025. The failure of the government to minimize the differences exist between the two groups may lead to the failure of the people (community) to access quality services from the council.

In addition, the knowledge gained during this study can be used to identify key areas of investigation for a more in-depth study in the future. Therefore, the results of this research will give new understanding and reflections on the nature of councillors and managerial staff when they are performing their duties in LGAs.

Lastly, the study might be helpful to the government and other development stakeholders in formulating policies concerning the staff in Tanzania local government authorities. Also, the study will provide information which can be used by other researchers who will be interested in conducting the studies related to the problem.

1.6 Scope of the Study

The study focused on examining the relationship that exists between councillors and managerial staff for the purpose of understanding the extent to which they influence the operations of the Local Government Authorities, using Morogoro Municipal Council as a case study. The research used the following respondents; managerial staff includes; Heads of departments and sections, Ward Executive Officers and councillors of MMC.

1.7 Limitations of the Study

To the greatest extent the research was successful because most of the information required by the researcher was obtained, but throughout the data collection process the researcher faced some limitations which hindered the quickest access to required information. This situation caused the whole process of data collection to be closetful in terms of time in making follow-ups to respondents, especially in conducting interviews and collecting questionnaires and in terms of money (fare cost) especially to revisit councillors and managerial staff offices. The following are the limitations faced by the researcher during data collection:

The research required the researcher to conduct interviews with both councillors and managerial staff of MMC. The problems came when the researcher wanted to conduct interviews with councillors, the researcher faced the following challenges; each councilor had his/her own office; this situation made the researcher visit every councilor's office in their respective areas to collect data. Also, due to the nature of the councilor's activities of visiting different development projects taking place within their localities, attending meetings in Morogoro Municipal Council offices and performing their political party's activities; such a situation caused difficulties in accessing

councillors within their offices. Therefore, the researcher decided to formulate questionnaires in order to cover those councillors who were not getting a chance of being interviewed. Also, that situation caused the researcher to frequently visit councilors' offices and make appointments with councillors on when they could be available and ready for interviews and collect questionnaires.

Also, in accessing managerial staff the researcher encountered the following limitations; inaccessibility and unreadiness of managerial staff to be interviewed; this situation caused most of managerial staff to prefer filling questionnaires instead of being interviewed. Such a situation limited the study from getting direct information from respondents, and capturing the respondents' feelings and attributes towards the relationship between councillors and managerial staff.

CHAPTER TWO

LITERATURE REVIEW

2.0 Introduction

In order to get the broad understanding about councillors and managerial staff relationship in Tanzania local government authorities, the researcher had to study by reading through different literature such as books, journals, newspapers and magazines in order to grasp and expand knowledge and getting familiar with the nature, models, and types of relationship that exist between councillors and managerial staff and the extent to which they influence the operations of the LGAs in Tanzania. This part includes: theoretical literature review, empirical literature review, conceptual framework, research gap and concluding remarks.

2.1 Theoretical Literature Review

The research was intended to examine the relationship that exists between councillors and managerial staff and their impacts on the operation of LGAs. This part provides the models of politics and administration relationship by reviewing the classical/formal relationship model, village-life relationship model and adversarial relationship model. Also, this part covers the background of councillors and managerial staff relationship in Tanzania LGAs and legislation review of the laws which govern the relationship between the two groups.

2.1.1 Models of Politics and Administration Relationships

The relationship between politics (politicians) and administration (bureaucrats or managers) may be considered one of the most critical intellectual issues in public administration (Svara, 2008). The relationship between the two groups has attracted many scholars to conduct intensively studies, these studies can be traced since Wilson (1887), Weber (1922), Peters, B. G. (1987), Aberbach and Rockman (1988), Hutchcroft (2001), Mouritzen and Svara (2002), John Nalbandian (2006), Schreurs et al. (2011).

These scholars have come out with different models and views which help to describe the types and nature of relationships exists between the two groups.

Peters (1987) describes various possible elements to portray the relationship between politics and administration by identifying five models; *formal model*: the bureaucrats are seen as subordinates of the politician, *village-life model*: co-partnership between politicians and bureaucrats in which they act with separate roles that are nonetheless joined together by strong cohesion and objectives regarding administrative matters, *functional model*: co-partnership between politicians and bureaucrats based on specific administrative matters; *adversarial model*: the bureaucrats and politicians are in competition and are rivals due to their different competences; *administrative state model*: the bureaucrats dominate the decision-making process and the role of the politicians tends to be limited to giving their approval.

2.1.1.1 Formal Model

Formal model, also known as classical model, in this model bureaucrats are seen as subordinates of the politicians, whereby politicians are very dominant and they dictate everything to be done by administrators (Schreurs et al. 2011). Politicians become the supreme decision-making body in all matters taking place within the organisation, whereby administrators are expected to implement faithfully whatever decisions made by politicians. Elock (1994) all decisions taken anywhere in local authorities are officially those of the council and all the staff employed by the authority are at the end of the day responsible for it. Councilors and their parties supply the policy guidelines within which their officers must work, these guidelines reflect much or less adequately the demands and needs of the citizens whom councilors are elected to represent. Also, Wildavsky (1987) states that, power is always in the hands of leaders that controls resources and budget. It is leaders (mainly politicians) who set priorities and decide how resources are allocated and utilised. It is leaders who decide what type of development initiatives to pursue, how to attack poverty, how to create more jobs and bring about economic developments (Lasswell, 1958)

Also, in this model, the relationship between the administrators and the politicians occurs from how roles and responsibilities are divided among them. Politicians formulate the policy and the administrator executes it. This was supported by Wilson (1887) when he state that; “*Politicians make policy and officials carry it out*” from the Woodrow Wilson’s quote; it shows that politicians and administrator interacts to make decisions and control the affairs of the authority. The roles of politicians and administrators are and must be integrated. Administrators should remain professional to their respective departments in delivering services and politicians should act as advisers on issues like policy and service delivering to the public, Also, politicians should be arbitrators to ensure council business is conducted fairly and in proper way. When the bureaucrats dominate the model is known as an *administrative state model* where administrators dominate the decision-making process and the role of the politicians tend to be limited to giving their approval (Peters, 1987). They overrule the politicians because of the expertise they have in policy affairs.

Generally, based on this model, each part (both politicians and administrators) has separate roles, whereby each part has to perform its roles without interfering with the roles of another part. This model believes that both administrators and politician have clear roles, responsibilities, knowledge, power, resources and competencies to perform their duties independently. But in developing countries like Tanzania this model is difficult to be implemented, due to the presence of big gap between politicians and administrators in terms of education, power, influence, technical skills, ideologies and experiences.

2.1.1.2 Adversarial Model

The bureaucrats and politicians are in competition and are rivals due to their different competences and needs they have (Peters, 1987). This model believes that both politicians and administrators are looking to achieve a certain goal. Since politicians are selected by the people through elections, the aim of politicians is to get trust from people within their localities, recognition from both political parties and the community,

maximising votes and winning elections while administrators perform their duties in order to get promotions, salary, status, recognition from the government, control, career development and getting sponsorship from the government and other development agencies, this also is supported by Downs (1967) and Elock (1994).

Also, this model has been supported by Banfield and Wilson (1966) when they describe the difference in attitudes towards local taxation and service provision between politicians and administrators, they argue that politicians tend to pressurise administrators to keep local authorities' taxes as low as possible based upon views on local interests in relation to social classes and areas from each party draws its electoral support. Politicians are worried about the future of society, as well as their own political staying in power. While administrators are struggling to maximise the budget of the council by imposing different rates and charges on services provided by Local Government Authorities (LGAs), discover different sources of revenues and minimise expenditures.

Politicians believe that, it is necessary to help the poor and marginalised groups within the society as well as to protect citizens from exploitation of private sectors by increasing expenditure on local services while administrators work depending on the resources and the budget of the council (Elock,1994). But due to shortage of resources, especially funds it hinders the attainment of this objective in most of Local Government Authorities (LGAs), especially in developing countries like Tanzania. This situation causes the politicians and administrators in local authorities to have bad relationship and mistrust among them.

2.1.1.3 Village Life Model

Peters (1987) argues that in the village life model, there is no dominant actor since the actors are equal. The interaction is based much on mutual interest for better cooperation among the two groups. In this model, there is a co-partnership (shared functions) between the administrator and the politician. Both groups have separate roles that are joined together by strong structure and objectives based on administrative matters

(Peters, 1987). All parts have power to decide on matters regarding the running of the council, this means a politician can make a decision as well as administrators and become a final and conclusive decision within the council. Administrators can engage in discussions about political priorities and strategies, also politicians can give their opinion on the execution of their decisions. Here politicians can make strategies and policies the same to the administrators, in this model administrators have the power to make policies and implement them. Also, there are close interactions between politicians and administrators in the process of formulating policies, making decisions and implementing policies. Overlapping between the two parts open the possibility of the existence of conflicts when things go wrong or strengthening their cooperation when things succeed.

This model has faced some challenges as follows; since both parts have equal chance to discuss matters concerning politics and administration, such situation may cause difficulties in implementing the principles of responsibility and accountability among the two groups, role ambiguities and frequent collusion may occur. In this model, there is overlapping jurisdiction, especially in matters of policy administration, which cause difficulties to come up with a consistent and joined policy on a critical issue occurred within the society. Also overlapping of jurisdiction may lead to lack of accountability since all parts have equal chance in decision making.

2.1.1.4 Functional Relationship Model

It assumes that in functional relationship model there is some degree of integration in civil service and political careers. Politicians and bureaucrats are involved in policy making but with different inputs. Whereas politicians bring in interests and values while bureaucrats bring in their expertise, facts and knowledge. Politicians and bureaucrats are compliment to each other and become th co-producer of public policy. In the functional model there is co-partnership between politicians and bureaucrats based on specific administrative matters (Peters, 1987).

2.1.2 Relationship between Politics and Administration in Tanzania Local Government

This part provide the theoretical background of political-administrative relationship in the local government authorities in Tanzania as follows:

Local government authorities based on two pillars such as politics and administration, the smooth working of the system depends much on the consistent relationship between the two groups. In recent years, the administrative and political environment has changed due to the development of different inventions and programmes such as; transfer of power to low level of the government (decentralisation programmes) which has produced tensions in the mutual relationship of the two groups. This part tries to present a theoretical background about the relationship between politics and administration in Tanzania local government as follows;

During the year 1972, Local Government Authority system was abolished and replaced by decentralisation. The reasons behind for the abolition of Local Government Authorities were the problems of mal-administration, lack of supervision, weak internal administration and poor financial position of local authorities which made it difficult to fulfill their obligations (Warioba, 1999). The decentralised system replaced the full local government system; the objectives of decentralisation were to create a system which gives more local freedom in decision-making. Later on in 1978 decentralisation was abolished and local governments were re-introduced.

The re-establishment of the local government was also stipulated in the Constitution of the United Republic of Tanzania of 1977 in Article 145 (a) and (b) whereby the prime objective of the local government was consolidating and giving more power to the people. Local Government Authorities were required to participate and to involve people in planning and implementation of development programmes within their areas of jurisdiction. In 1982, the local government system was re-introduced in Tanzania after the amendments of the Constitution of United Republic of Tanzania, which aimed at giving power in the hands of the people through their local representatives (URT, 1977).

The same amendments conferred local authorities with an autonomous status. The elected officials were given more power in terms of managing their own councils, raise councils' revenues and hire and discharge the public servants.

In 1990s the liberalisation of the political field was a major public sector reform, which included a Local government Reform Program (LGRP). The LGRP covered four areas: political decentralisation, financial decentralisation, administrative decentralization and changed central-local relations (URT, 1998). This process of local government reform is still on-going. It aims to promote democratic, accountable and autonomous local government authorities (Tidemand et al, 2010).

The reform process represents a series of interventions by bringing about changes into existing relationships of power, responsibilities and division of labor, for instance: between council staff and councillors. Even though the reforms have been reflected in almost all aspects of the Tanzania local councils, as reflected in the efforts being made to build the capacity and autonomy of the local councils, the structure and roles of the councilors and the Permanent public officials have remained the same as before the reform period (Tidemand et al., 2010). Even conflict seemed to have increased between the two groups, as councilors claimed to be more superior over the permanent public officials.

Warioba (2008) the reforms have created more conflicts between councilors and the permanent public officials because of the reduction of the supervisory role of the Central Government through the traditional strong regional administration. In giving more autonomy to the councils through reforms, the relationship between the region and the district councils has become weak and remote. Councilors being a political force in the LGAs have used this opportunity to undermine the role of permanent public officials hence the presence of misunderstanding.

2.1.3 Legislations Review on the Relationship between Councillors and Managerial Staff in Tanzania Local Government Authorities

Local government authorities in Tanzania were established in order to bring the government closer to people and increase citizen participation in local elections and planning process as prescribed in article 145 (a) of the constitution of united republic of Tanzania of 1977 as amended time to time. According to section 111 of Acts No. 7 of 1982, section 53 of Acts No. 8 of 1982 and article 145 (b) of CURT of 1977, Local Government Authorities in Tanzania perform functions of administration, maintain law and order, and implement economic and development plans in their areas of jurisdiction.

There are two types of local government authorities in Tanzania: District Councils, township councils and village councils in rural areas and City, Municipality and Town Councils in urban areas. They are empowered to make by-laws and to collect revenue necessary to fulfill their functions (URT, 1982). The Minister for Local Government, who approves their budgets and appoints their senior officials, oversees local authorities (URT, 1982). The chief executive of the council is the director. The councillors, who formulate the overall policy for the councils, represent the local population (UN-Habitat, 2002). A council is headed by a mayor (for urban authorities that have municipal or city council status), or a chairman (for town councils and district authorities). As prescribed in section 36 (2) of the Act no. 7 of 1982 and in section 20 (3) of Act no 8 of 19982, these are elected (mayor or chairman) are from amongst the councillors (URT, 1982). Local government authorities are based on two pillars such as politics and administration, the smooth working of the system depends much on the consistent relationship between the two groups.

In Tanzania local government authorities, at council level, the representatives (councillors) make decisions through the Full Council, which is the highest legal organ for making decisions that are to be implemented by the bureaucrats. In urban level, the Full Council meets at least every quarter of the year, the Full Council is supported by a number of committees as prescribe in section 42 (1) (a) – (f) of the Local Government

(Urban Authorities) Act, 1982; committee for urban planning, committee for public health, committee for education and culture, committee for trade and economic affairs, committee for Human Resource Development, the committee for a Finance and administration. The membership of these committees is from the list of Councilors this has been prescribed in section 44 (2) of the Local Government (Urban Authorities) Act, 1982.

These committees are responsible in overseeing the work of the administrative departments, but they are not a full administrative body, since they compose political leaders (REPOA, 2006). All committees have specific mandates for instance, the standing committee on finance the standing is mandated to review all minutes of the contracts within the council on a quarterly basis in order to ensure that what is exercised safeguard the interests of the council and it has mandate to review and proposes any changes to the administration of the council (Kisembo, 2006). The functions of these committees should reflect the council's objectives such as; maintenance of law, order and good governance, promotion of economic and social welfare of the people in their jurisdiction, ensuring effective and equitable delivery of quality services to people within their areas of jurisdiction.

In section 32 (2) of the Local Government Service Act no. 10 of 1982 show that; the Director of any council is a Chief Executive and Administrative Officer of the council of the area and become responsible for coordinating the whole of the work of the council, for convening all the meetings of the council and its committees and shall advise the council and its committees on all matters upon which his advice is necessary (URT, 1982). From this aspect managerial staff are mandated by Local Government Service Act no. 10 of 1982 to give advice to councilors when making council and committee decisions and to carry out the council's functions in accordance with strategies and decisions of the council.

The Local Government Finance Act of 1982 section 40, requires every local government authority to prepare financial statements of the council for each financial year as at the end of the financial period that gives a true and fair view of the state of the council for

that period. This legal requirement is further emphasised by the local authority financial memorandum (LAFM) of 1997 section 82.

The Director have to confirms that suitable accounting policies have been used and applied consistently and reasonable and careful judgment and estimates have been made in the preparation of the financial statements. Councillors also confirm that the international public sector standards (IPSAS) have been followed and that financial statements have been prepared on the going concern basis (URT, 1982).

Also, the councillors are responsible for keeping accounting records which disclose with reasonable accuracy at any time. The financial position of the council and which enable them to ensure that the financial statement comply with Local Government Acts. They are also responsible for safeguarding the asset of the council and hence for taking reasonable steps for the prevention and detection of fraud, error and other irregularities. This responsibility includes; designing, implementing and maintaining internal control relevant to the preparation and fair presentation of financial statements that are free from material misstatement (URT, 1982).

In managing the relationship between councillors and officials in Tanzania local government authorities there is a code of conduct for the officials and councillors. Also, procedures are in place to sanction against any offenders (UN-Habitat, 2002). This code of conduct provides a clear picture of roles in which each part is supposed to do without interfering to the roles of the other part. It sets limits to decisions made by both councillors and official. Failure to obey the rules prescribed in this code of conduct cause to commit offense under this law.

In recent years, the administrative and political environment has changed due to the development of different inventions and programmes such as; transfer of power to low level of the government (decentralisation programmes) has produced tensions in the mutual relationship of the two groups. Pollit et al. (2004) state that the existing and emerging relationships between the politicians and administrators have an impact on politico-administrative landscape in LGAs. This means relationship existing between

these two groups has either positive or negative impact of the operations of any local government authorities.

2.2 Empirical Literature Review

Different researchers have studied the political-administrative relationship and presented findings based on; conflicts, interaction, trust, resources, power, status, education and expertise. The following are various researches conducted by other researchers related to the political-administrative relationship:

2.2.1 Conflicts between Councillors and Managerial Staff

Kunkuta (2003) revealed that, conflicts between councillors and council staff hinder effective relationship between councillors and council staff, he found that conflict prevailed because most councilors in Tanzania considered permanent public officials as stubborn, dishonest, corrupt, and disrespectful, while most permanent public officials regarded councilors as illiterates who hardly understood what it would take to achieve local development. Such a situation made it difficult to attain consensus on different issues (especially during budget) taking place within the council and during council meetings. He states that effective relationship between councillors and public official have positive impacts in the operation of LGAs because councillors and council staff are key actors in LGAs. Conflict is usually treated as an obstacle in any organisational operation. Conflict decreases goodwill and mutual understanding and hinders the achievement of organisational tasks (Deuthsch, 1969). The conflict causes members to be negative, irritable, mistrustful, angry, and poor relationship conflicts can have serious negative effects on group functions (Coser, 1956).

2.2.2 Trust between Councillors and Managerial Staff

The study conducted by Lwegoshora (2013) revealed that trust is an important ingredient in building effective and successful work relationship between councillors and staff in Tanzania LGAs. The study revealed that the major factors of building trust between councillors and staff in LGAs are open communication, avoidance of conflict of

interest, good knowledge of roles and responsibilities, mutual respect, fairness in decisions making, supportive supervision by councillors, avoidance of undue interference and staff's ability of attending and solving citizens' complaints and problems. Moreover, the study shows that trust is a vital factor in maintaining effective working relationship between councillors and staff in LGAs because trust fosters team work spirit, it enhances collaboration and friendship, also creates a harmonious working relationship and it helps to prevent the occurrence of conflict in Local Government Authorities.

Braathen et al. (2005) found that distrust between councilors and the council officers have impacts on the day to day operation of local authorities. Distrust discourages effective relationship between the two parts. Also, distrust hinders the attainment of consensus in achieving council's objectives of serving the community with high quality services. They found that most councilors held the view that council staff undermine them and use council resources for private gain. This situation made council officials to work with fear of what the councillors say, hence the council official work under low standards results in poor provision of social services to the public. Also, on the other hand, the council staff often perceived that councilors in general were less educated and had a tendency of interfering in administrative matters which should be the domain of technical experts and not politicians. Such a situation leads to the delay of achieving council goals, reduces morale and causes job dissatisfaction to council staff hence, poor performance of LGAs.

2.2.3 Education Gap between Councillors and Managerial Staff

Warioba (2008) shows that the big education gap made councilors and permanent public officials keep on quarrelling over simple issues that the councillors did not understand easily. Different levels of understanding, especially in professional issues hinder the attainment of consensus within the council. The difference in education level influences the relationship between these two groups. From the findings of this study shows that the permanent public officials were much concerned with the low education level of most of

the councilors whereby, council officials perceive councilors as less educated and had a tendency of interfering in administrative matters which should be the domain of technical experts and not politicians. These situations caused the rise of misunderstanding and caused the councils to fail to achieve their goals timely.

2.2.4 Interaction and Cooperation between Councillors and Managerial Staff

Mafuru et al. (2015) in the study conducted in Mvomero District Council and Kinondoni Municipal council, state that there is a mixture of elements of the three models of politico-administrative relations in Tanzania Local Government Authorities. The study found that the two parties; Administrators and Councillors are in a continuous interaction and cooperation during deliberation meetings, both in the standing committees and the full council; a kind of working relationship which looks like the village-life model. It was also noted that relationships characterised by ‘power sharing’ between the two important actors in the formulation and implementation of the LGAs’ development policies and programmes meaning that the two parts work collectively. There are also some form of responsibility overlaps, mutual trust and respect; this indicates a boundary between politics and administration in the day-to-day operations of the LGAs. Also, they found that administrators depend on the collaboration of council members, especially in the case whereby the allocation of funds and the execution of projects depend on the willingness of citizens to contribute to a project. Generally, they conclude by stating that; politico-administrative relations in Tanzanian local government are determined by resource dependency and power relations; this is explained by the fact that there is a basic lack of mutual trust between administrators and council members and a lack of loyalty of Administrators towards elected Councillors.

Lastly, in order for LGAs to facilitate effective relationships between councilor and council staff, Warioba (2008) states that there is a need to conduct guidance and counseling in local government authorities, where necessary in order to help create harmonious relationships between councillors and permanent public officials. Guidance and counseling can change the behaviour of both councillors and permanent public

officials. Also, conflict management programmes are necessary in local government authorities and should be introduced into a city and a municipal council on a part time basis (on the job training) for the councilors and the permanent public officials.

The empirical literature review shows that the relationship between councillors and council official is influenced by the level of conflict, interaction, trust, resources, education, power, influence and perception. Therefore, these factors have a negative relation to the operation of local authorities in Tanzania. This study aimed to examine the relationship that exists between councillors and managerial staff in Local Government Authorities in the course of understanding the extent to which they affect or influence the operations in Local Government Authorities.

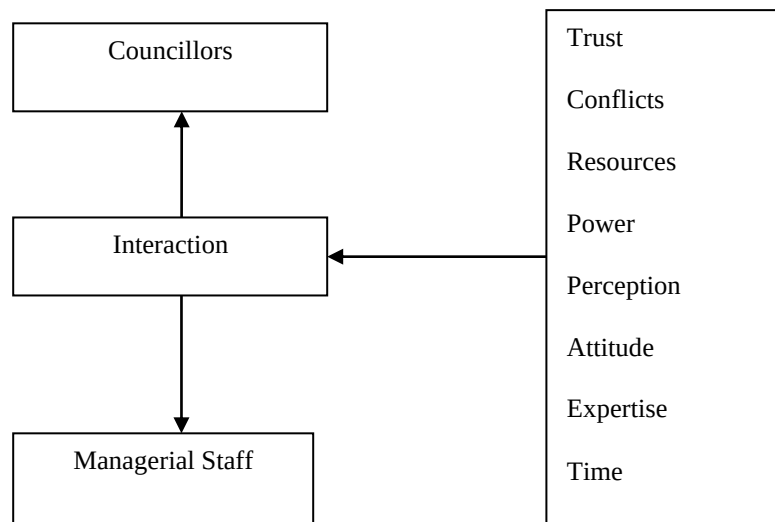
2.3 Research Gap

Other researchers managed to come up with the factors of the relationships in local government authorities as well as the existing of misunderstanding and conflicts, however, this study intended to examine the relationships that exist in local government authorities, but with the main focus of understanding their nature, types and the extent to which they influence the operation of the councils in the perspective of decentralisation by devolution (D by D)

2.4 Conceptual Framework

Councillors and managerial staff interact on their day to day activities within the council; during their interactions there are several factors which influence their relationship. Factors like; trust, conflicts, resources, power, perception, attitude, expertise, time, interests. These factors can help to determine the nature and types of relationship that exist between the councillors and managerial staff within the council.

Figure 2.1: Conceptual Framework



Source; Constructed from Peters (1987), Kunkuta (2003), Svara (2008), Warioba (2008), Blanchard (2010), Nadig (2010), Robbins et al. (2011), Lwegoshora (2013) and Mafuru (2015)

2.4.1 Trust

Blanchard (2010) state that; trust is a primary factor in how people work together, listen to one another, and build effective relationships. Trust is a critical link to all good relationships, both personal and professional. Therefore, the presence of trust between councillors and managerial staff have positive impacts to the relationship between the two groups because if there is high level of trust create sense of self-responsibility, interpersonal relationship and collective action towards achieving common goals. Lack

of trust creates doubts which reduce the rate of doing work and lower the morale of workers. When people don't trust their leaders, they cannot work together to achieve a certain goal but they pull back and leave. They doubt rather than cooperate. Generally, trust between councillors and managerial staff is very important to effective relationship between the two groups in LGAs.

2.4.2 Conflicts

According to Nadig, (2010) state that; conflicts are critical events that can weaken or strengthen a relationship at workplace. Conflicts can be productive, creating deeper understanding, closeness and respect, or they can be destructive, causing resentment and hostility between the two groups. There are conflicts of needs, wants, preferences, interests, opinions, beliefs and values. Conflicts can have either positive impact on the relationship between councillors and managerial staff or can have negative impacts on the relationship between the two groups. For example, when conflicts are solved properly within an organisation it will help to show the area of weakness and it will help to strengthen their relationship. But when these conflicts are not solved properly it will ruin the relationship between the two groups especially, when they perform a certain activity. How the conflicts get solved and not how many occur, is the significant factor in determining whether a relationship will be healthy or unhealthy.

2.4.3 Attitude

Robbins et al. (2011) briefly state that; attitudes are evaluative statements either favourable or unfavorable about objects, people, or events. They reflect how we feel about something, belief in the way things are and emotional or feeling about something. Attitude describes an intention to behave in a certain way toward someone or something. Also, it can lead to either job satisfaction or job dissatisfaction.

When one part (either councillors or managerial staff) has negative towards the other it will hinder effective relationship between them. Negative attitude does not affect one part, but it affects all parts. A negative attitude has the power to ruin conversations,

frustrate partners and friends or even end a relationship for good. When it comes to collaborating on projects, the positive attitude can speed up the way employees cooperate with one another (http://www.ehow.com/info_12135893_attitudes-affect-interpersonal-workrelationships.html.)

2.4.4 Resources

Shortage of resources especially fund influence the relationship between councillors and managerial staff. When there is enough fund within the council and they are utilised effectively it create strong bonds between the two groups. But when there is enough fund and are not utilised probably there will be a lot doubts, conflicts and difficulty to reach concensus in different issues taking place within the council.

2.4.5 Time

The more councillors and managerial staff stay together they tend to understand each other better. Also, the more they stay together the more they expose their behavior. This period is characterised by the presence of high rate of conflicts, mistrust, doubts, difficulty to reach concensus and there is a presence of bad relationship between councillors and managerial staff. But when councillors and managerial staff spent short period of time they tend to be close in order to know each other and to find people with the same interests. This period is characterised by low rate of conflicts, presence of trust, few doubts, easy to reach consensus in different issues and the presence of good relationship between them.

Other factors which influence the relationship between councillors and managerial staff in LGAs are; perception which leads to the presence of distrust and the situation of generalizing things (quick to reach conclusion). Rules and regulations which shape the behaviour of both councillors and managerial staff, expertise, the level of knowledge and skills someone possess in a particular field influence the way things done within an organisation, therefore, people with expertise tend to dominate the decision especially in

their areas of specialisation. These people become more powerful (expert power) because of their expertise.

2.5 Concluding Remarks

The nature and types of councilor and managerial staff relationships depend on the level of interaction, trust, conflicts, resources, status, expertise, influence and education of councillors and managerial staff in LGAs. The relationships existing cannot be determined by only looking for a single factor but by considering multiple factors. Furthermore, these relationships have direct impacts to the operation of local government authority's operations.

CHAPTER THREE

RESEARCH METHODOLOGY

3.0 Introduction

This chapter provides a general overview of the design and methodology employed in the study. It provides a framework in which the whole process of research was carried. It includes research design, area of the study, sample and sampling procedures and how data were gathered, studied and presented ethical consideration and the validity and reliability of information.

3.1 Research Design

The study employed a case-study design. Yin (2003) defines the case study research method as an empirical inquiry that investigates a contemporary phenomenon within its real-life context, when the boundaries between phenomenon and context are not clearly evident and in which multiple sources of evidence are used.

The study aimed to examine the relationship exists between councillors and managerial staff in LGAs in Tanzania. The researcher wanted to study people (councillors and managerial staff) within an organisation (Local Government Authorities). According to Yin (2003) the case study design allows the researcher to explore individuals or organisations, simple through complex interventions, relationships, communities, or programmes. Therefore, case-study design was seen to fit the objectives of the study. The study used case study design in order to enhance data credibility through the use of multiple data sources (Yin, 2003). Evidences were collected from multiple sources like; documentation, archival records, interviews, direct observations, and participant observation to support the same fact or finding.

Also, case study design helped to investigate the linkages between councillors and managerial staff relationship and the impacts of such relationship to the operation of the council. Effective working relationship between councillors and managerial staff is one

of the most important relationships in any Local Government Authorities. Poor or ineffective relationship between the two groups has negative impacts on the ability of the councils to deliver quality services to the public. Through the use of case study design, the relationship between councillors and managerial staff in Tanzania Local Government Authorities could be studied and finally could be used to provide the opportunity for explaining the impacts of such relationship to the operation of the Local Government Authorities. The researcher used Morogoro Municipal council as a case study.

3.2 Study Area

Babbie (2004) defines an area of study as the place where the study will be conducted. It is the place where the researcher goes for collecting data about the topic under study.

The area where this research was conducted was Morogoro Municipal Council, which is located in Morogoro Region Tanzania. The area was suggested because it has a variety of units with diverse characteristics which enabled a research to get reliable information about the topic under study. Thus, the researcher involved both Morogoro Municipal Council staff from all departments and the councilors from different political parties in Morogoro Municipal Council.

3.3 Study Population

Burns (2002) defines target population as the entire group of people, objects or events which have at least one characteristic in common and must be defined specifically and unambiguously, also this is supported by Msabila and Nalaila (2013).

The research used the population of councillors and managerial staff of MMC. There were 42 councillors in MMC, whereby twenty four (24) were male and five (05) were female. Also, there were special seats where ten (10) women Councilors nominated from the ruling party (CCM) and three (3) Members of Parliament in which one (1) was elected and two (2) were nominated for special seats. Also, the researcher used the

population of thirty (30) managerial staff who included heads of departments, sections and Ward Executive Officers (WEO). These together made the population of 72 persons.

Table 3.1: Target Population

s/n	Category	Population (N)	%
1	Councilors	42	58.33
2	Managerial staff	30	41.66
	Total	72	99.99

Source; Field Data, 2015

3.4 Sample and Sampling Techniques

Always researchers conduct a study about people, things and organisations. Firstly, the researcher studies a whole population and secondly, the researcher studies only a part of the whole population called sample. The process of selecting or deciding which part of the population to study is called sampling.

3.4.1 Sample Size

Cherry (2012) defines a sample as a subset of a population that is used to represent the entire group as a whole. When doing research, it is often impossible to survey every member of a particular population because the total number of people is simply too big. In order to make inferences about characteristics of a population, researchers can use a sample. The researcher used a sample of forty (40), whereby councilors were twenty one (21) and managerial staff were nineteen (19)..

Table 3.2: Sample Size

s/n	Category	Sample (n)	Percentage (%)
1	Councilors	21	52.5
2	Managerial staff	19	47.5
	Total	40	100

Source; Field Data, 2015

3.4.2 Sampling Techniques

The purpose of this research was to examine the relationship that existed between councillors and managerial staff in Local Government Authorities in the course of understanding the extent to which they affected or influence the operations in Local Government Authorities. The major respondents of the study were councillors and managerial staff at MMC.

The study used purposive sampling because it was convenient for the researcher to capture important aspects from respondents (Saunders, 2006). Also, the technique was good to select respondents for interviews as well as to get advice from government officials. The researcher had to select the two groups based on the fact that; councillors and managerial staff fitted to the objective of the research and had enough detailed information concerning the topic. The researcher intentionally selected only the managerial staff that had direct and close interactions with councillors in their day to day activities of the council, such as; the Municipal Director, Heads of Departments, heads of sections and Ward Executive Officers. The sample size selected for the study was forty (40) respondents, whereby councillors were twenty one (21) and managerial staff were nineteen (19).

3.5 Data Collection Methods

Several methods were used to collect data for the study, the methods used were: questionnaire and interview for primary data and documentary review of secondary data. Primary data are those which are collected afresh and for the first time, and thus happen to be original in character while secondary data on the other hand, are those which have already been collected by someone else and which have already been passed through the statistical process.

3.5.1 Questionnaire

Two types of open-ended questionnaires were used to collect data from respondents. The first type of questionnaire sought some information from councillors in Morogoro

municipality, information included; personal particulars (age, sex, education level, working experience), how councillors work with managerial staff, challenges faced by councillors when work with managerial staff, factors influencing councilors' relationship with managerial staff and impacts of that relationship on the operation of the council. The second type of questionnaire collected some pieces of information from the managerial staff in Morogoro Municipal council, information collected included: personal particulars (age, sex, education level, working experience), how managerial staff worked with councillors, challenges faced by managerial staff when working with councillors, factors influencing managerial staff relationship with councillors and the impacts of that relationship on the operation of the council. Both English and Swahili language were used depending on respondents' preferences and to make easy understanding of respondents when answering questions. Questionnaires are attached in Appendix I, II and III

3.5.2 Interview

Interview is the method of collecting data which involves the presentation of oral-verbal stimuli and reply in terms of oral-verbal responses (Kothari, 2004). Interviews of individuals or groups allow the researcher to attain rich, personalised information (Mason, 2002).

The researcher made interviews with heads of departments, heads of sections and councillors of Morogoro municipality. The researcher interviewed heads of departments and sections in order to get information on how managerial staff worked with councillors, the relationship with councillors and factors influencing the relationship with councillors. Also, councillors were interviewed in order to get information on the relationship with managerial staff of the Morogoro Municipal Council and how councillors worked with managerial staff. Interviews were conducted in order to collect additional information, mainly qualitative information, which the questionnaires could not be able to collect like; attitude, feelings and thoughts. In addition, the aim of the individual interviews was to collect information on individuals' attributes from both

councillors and local government staff and to assess their experiences and opinions. An interview guide was designed in order to maintain the consistency in asking questions and its responses (an interview guide is attached in appendix IV).

3.5.3 Documentary Review

The researcher used this method to collect secondary data and modify literature review section. Various documents related to the topic under study were reviewed. These documents include literatures such as books, journals, research reports, consultancy reports, commissioned reports, newspapers and governmental documents such as policies, procedures and guidelines. The documents reviewed included: 2014/15, Kikao cha Kawaida cha Baraza la Madiwani; 24/10/2014, Tamko la Mstahiki Meya wa Manispaa ya Morogoro Mhe. Amiri Juma Nondo Wakati wa Kuwasilisha Rasmi Bajeti 2014/2015; Public Servant Standing Order of 2009; The Local Government (Urban Authorities) Act, 2009; minutes of council meeting; and Financial reports of April and May 2015.

3.6 Data Analysis

Data analysis means, interpreting the information provided by the respondents and relating it to the main objectives of the study. Data analysis involves the process of editing, reduction, tabulation, coding and interpretation of findings to ensure that, they are accurate and relevant to the study. The researcher used qualitative data analysis methods like; description of the facts, logical interpretation, comparison and explanation of the findings.

3.7 Data Presentation

The data were presented in a way that resemble to the problem being studied, for the sake of understanding the researcher started the presentation of data with the simplest issues in order to make the audience understand the issues being studied. Also, the most important findings were presented first and the minor issues follow. Also, text

explanation statements were used to present processed and analysed data results. Also tables were used to present demographic characteristics of the respondents.

3.8 Ethical Considerations

The researcher observed and considered ethical issues by adhering to research codes of conduct, rules and ordinances. The researcher wrote a proposal and submitted it to the School of Public Administration and Management where he got the permission to carry out the research. The researcher got a letter on 27th November, 2014; the letter is attached in appendices. After getting the letter the researcher sent it to the Morogoro Municipal Council whereby he got a permit to carry out the research from 12th January, 2015; the letter is attached in appendices. The researcher adhered to research codes of conduct, rules and regulations whereby the names of respondents were not included in the report in order to maintain confidentiality. Also, information provided by respondents was maintained was used for academic purposes only and not otherwise. Also, during the whole process of data collection the researcher gave freedom to respondents in terms of time and freedom of choice.

3.9 Reliability and Validity

When conducting research, reliability and validity of research instruments and information are very crucial (Msabila and Nalaila, 2013). Reliability refers to the degree to which a research instrument can be able to elicit consistent results or responses from the respondents while validity refers to the accuracy or truth of information collected by the instrument (Mason, 2002; Msabila & Nalaila, 2013) In order to ensure that the research instruments could collect the required data, reliability and validity were determined. This entailed giving the questionnaires to ten people in Morogoro Municipal Council and five fellow students at Mzumbe University. The respondents were asked to respond to some items in order to see whether they could all provide the same answers relating to the research objectives. When it was found that there were inconsistencies in the responses provided corrections were made to the questionnaire items.

Also, the research made sure that all questions that were formulated in the research instruments were clear for easy understanding. This allowed collection of the required information for the study as the respondents knew what they were supposed to provide as answers to the questions given to them.

Lastly, the other method that was applied in ensuring reliability and validity in data collection and data analysis entailed the use of triangulation approach in conducting the study. In triangulation the researcher used various methods both primary and secondary. The use of various methods helped in ensuring that weaknesses of the other methods were addressed by other methods. For example, the use of secondary methods helped in verifying the accuracy of the information that was provided through primary methods of data collection such as questionnaire and interview schedules.

CHAPTER FOUR

DATA ANALYSIS, PRESENTATION AND DISCUSSION OF FINDINGS

4.0 Introduction

This chapter is very important because it is the core part of the study; the chapter tries to give answers to the research questions. It is all about the analysis, presentation and interpretation of what has been extracted from the findings of the study, which provides a logical picture of the general objectives of the study.

4.1 Demographic Characteristics of Respondents

This part describes the demographic characteristics of respondents by basing on age, sex, level of education and duration in public service. These variables were analyzed and discussed as follows:

4.1.1 Sex of respondents

The study found that men were more than women but women were seemed to be more serious on responding to questionnaires and interview rather than men. Also, the researcher use this criteria in order to get different ideas and views from both sex concerned the study. Below is the table showing sex profile of the respondents;

Table 4.1: Distribution of Respondents by Sex

Sex	Frequency	Percentage (%)
Male	24	60
Female	16	40
Total	40	100

Source; Research Findings 2015

4.1.2 Age of respondents

The age of respondents under the study was not the same but varied, the researcher wanted to understand the age of respondents because it had direct impact on kind of

answers given by respondents to the provided questionnaires. For example most of councilors aged above (44) years old they state that to refuse to enter in meeting rooms is not a solution of their problems but is the wastage of time.

Table 4.2: Distribution of age of respondents

Age of respondent (years)	Frequency	Percentage (%)
18-30	2	5
31-43	15	37.5
44 +	23	57.5
Total	40	100

Source; Research Findings 2015

As shown in the table 4.2 above, it portrays that the age of respondents was ranked into groups. The table shows that most of the respondents were between the age of (44) and above, followed by the age group of 31-43 years old and last was the age group of 18-30. The most dominating age group in this study was between the age of (44) and above is about (57.5%) of the whole population. This group is the most experienced regarding to the issues occurred within the council. Most of respondents in this age group were councilors and head of departments. This situation indicates that the group was vested with experiences and knowledge on matters concerning the study since they have been in public services for a long period of time. Therefore, this group helps the researcher to get detailed information concerned the study.

4.1.3 Education level of respondents

The researcher wants to know the education level of the respondents because the level of education made people to differ in terms of; understanding, knowledge, reasoning and skills about the study. To support this, researcher found out that answers of respondents and views differed; the answer provided provided by most of Head of department was clear and well understood. As illustrated in the table below, about 23 (57.5 %) of the respondents have attained higher learning education, whereby most of the population

were managerial staff and few councilors. While secondary level and adult education was dominated by councilors.

Table 4.3: Distribution of Education level of respondents

Education Level	Frequency	Percentage (%)
Primary	0	0
Secondary	14	35
Higher learning	23	57.5
Vocational Education	0	0
Adult Education	3	7.5
Total	40	100

Source; Research Findings 2015

4.1.4 Duration in public service

The results show that; 50% of the respondents were engaged in public services more than 17 years. This situation indicates that the answers offered by the respondents concerned the study were based on the experience and knowledge they had concerning local government operations. There are some councilors who were elected in the 2005 election and they succeeded to be elected again in 2010 election. This group had a lot of experience. Such a situation helps the researcher to get the detailed information from councilors for the past ten years. Also, there are some councilors who previously work as administrators, soldiers, engineers such a situation help the researcher to get diverse information based on the experience they have in both parts (administration and politics). Also, there are municipal employees who worked in public service for more than 17 years, other have being worked in Morogoro Municipal Council while others they have been shifted from other councils to Morogoro Municipal Council. This situation enables the researcher to get different information depending on the knowledge and experiences of respondents within the council and from other councils in Tanzania.

Table 4.4: Years People involved in public services

Years	Frequency	Percentage (%)
1-4	3	7.5
5-8	2	5
9-12	10	25
13-16	5	12.5
17 +	20	50
Total	40	100

Source; Research Findings 2015

4.1.5 Distribution of questionnaires

As shown in the table below, questionnaires were distributed to respondent, whereby (20) questionnaires were provided to respondents (both councilors and Morogoro Municipal staff). (10) Questionnaires were distributed to councilors and (10) questionnaires were distributed to municipal staff. Whereby, 17 questionnaires (85%) of the questionnaires distributed were returned to the researcher, while 3 questionnaires (15%) or the questionnaires were not returned. The reasons behind were; there were some respondents who lose the questionnaires and other were shifted to other councils. All questionnaires distributed to councilors were returned (10) and only (7) questionnaires from municipal staff were returned. The responses of the respondents in answering questions provided help the researcher to get detailed and important information based on the views, knowledge and experiences of the respondents.

Table 4.5: Distributions of Questionnaires

Respondents	Questionnaires provided	Questionnaire returned	Percentage (%)
Councillors	10	10	50
Municipal staff	10	7	35
Total	20	17	85

Source; Research Findings 2015

4.2 Findings and Discussion

Nature and types of relationship between councillors and managerial staff can be determined by the following aspects: level of conflicts, the nature of the contracts of employment, trust, expertise, rules and regulations, perception, resources, roles and responsibilities, time, influence and personal interests between councillors and managerial staff. Relationship existing between councillors and managerial staff had either positive or negative impacts on the operation of local authorities.

4.2.1 Nature of Councillors-Manual Staff Relationship in MMC

The nature of councillors and managerial staff relationship in MMC can be determined by the following criteria: the nature of employment, organisational structure and roles, and responsibilities between councillors and managerial staff.

4.2.1.1 Nature of Employment between Councillors and Managerial Staff

Councillors are elected through a democratic process (election) and then succeed to become the key decision makers on issues relating to the management of the councils (in terms of planning, budgeting and oversight at the local level) while managerial staff are appointed by any competent appointing authority, such as public service recruitment secretariat through the laid down procedures. As per regulation 3 of the public service regulations, 2003, the appointment may be on contract, temporary, part time, acting and permanent or through promotion

Both councillors and managerial staff are public servants, whereby councillors are responsible to the voters and they serve for the period of time, which means they serve

for five years after being elected by the people. The councillors may serve as long as their people elect them. While managerial staff are responsible to the council and they are appointed by the appointing authority. Therefore, during that period councillors and managerial staff work together through the committee system, whereby these committees are responsible in overseeing the work performed by managerial staff.

Basing on this criterion, both councillors and managerial staff are there to help the council to achieve its goals by ensuring that all services provided by the council have positive impacts to the well-being of the people within the council jurisdiction areas. Managerial staff's work is to give professional advice to councillors and to the authority in general, and to carry out the LGA's work under the direction and control of the council and the relevant committees while, councillors are responsible in making decision on different issues like budget and passing by- laws within the council.

4.2.1.2 Roles and Responsibilities of Councillors and Managerial Staff

Based on what councillors and managerial staff do or are supposed to do one can determine the nature of their relationship within local government authorities. The following are factors which determine the nature of councillors and managerial staff relation in Morogoro Municipal Council:

4.2.1.2.1 Decision Making

According to Elock (1994) the supreme decision makers in any local authority are elected members. All decisions taken anywhere in local authorities are formally those of the council and all the staff employed by the authority are ultimately responsible to it. Councilors and their parties supply the policy guidelines within which their officers must work, these guidelines reflect much or less adequately the demands and needs of the citizens whom councilors are elected to represent.

In MMC the representatives (councillors) make decisions through the Full Council, which serves as the highest authorised organ for decisions making to be implemented by the Municipal staff. The Full Council meets during every quarter of the year. Full

Council is supported by a number of committees as prescribed in section 42 (1) (a) – (f) of Act No.8 of 1982, such as; Finance and Administration Committee, Economic, Education and health committee, urban planning and environment, these are known as standing committees. Also, there is an *ad hoc* committee established by MMC such as; Disciplinary committee, HIV/AIDS committee, *Ad hoc* committee for environment, distribution of land committee, external affairs committee and construction licenses committee. The members of these committees are councillors. The committees are established by the Local Government (urban authorities) number 8 of 1982. These committees are responsible for overseeing different activities taking place within the council. These committees involve councillors with the aim of facilitating supervision of different development projects within the council and making those people (municipal staff) more accountable for their action.

During an interview one of the councillors stated that;

“We are the ones who pass budget, we are the ones who decide how much the council should spend in development activities and we are the ones who make decisions on different issues taking place within the council. Also, we are playing a part in approving managerial staff who are promoted to be heads of departments or units, for example, in the year 2014, we had approved the head of the health department, head of agriculture and irrigation department and the head of procurement unit...”

This statement is supported by the councilor meeting report of 15th September, 2014, whereby the principal secretary of President Office, Public Service Management requires MMC to fill the gaps of heads of departments and units by the letter with reference number; CCA.273/361/01/B/40 of 18th June, 2014.

Through the council meeting held on 15th September, 2014 the councillors approved the names of new heads of departments and units. Therefore councillors are the ones who approve the new employees within the council. This situation shows the relationship that exists between councillors and managerial staff in MMC.

4.2.1.2.2 Inspection

In MMC, Finance and Administration Committee makes inspection of different development project in Morogoro Municipal. After making inspections on the progress

of different development project the committee conducts a meeting with municipal staff responsible to discuss revenue and expenditures of that project. In June 2014, this committee visited different projects such as; construction of Gezaulole markets in Kauzeni ward, construction of form five and six classrooms at Mafiga secondary school, construction of town roads like Kingo, Mlapakolo, Kitope and Nguzo. After inspection the committee congratulated the MMC for the good progress of these projects.

Therefore councillors work with municipal council staff hand by hand whereby each part plays its roles. Councillors play a role of supervising and making follow-ups while managerial staff implement the decisions made by councillors allied with the ruling party manifesto and the vision of the Morogoro Municipal Council (*“A community with a higher standard of living provided with a sound and quality sustainable socio – economic services”*).

4.2.1.2.3 Budget Process

During the interview the municipal treasurer said that councillors in MMC work with municipal staff from the bottom level whereby councillors participate in the ward level planning and budgeting process. At the ward level, councilors are involved in the procedure of planning and budgeting as chairpersons of Ward Development Committee (WDC) whereby the purpose of this commission is to ensure that the programmes submitted by streets/village meets government policies. When the ward development plans are received through Ward Development Committee (WDC), council staff monitor them, set up and cost them to become budgets. This means councillors are involved in planning and budgeting process from the ward level up to the council level (municipal level).

Municipal staff work hand to hand with Ward Executive Officers (WEOs) by instructing them on what is missing within their plans and what should be added or reduced in their plans, also council staff interact with Regional Administrative Secretary (RAS) in planning process in order to make those plans stick onto the national policies such as National Strategy for Growth and Reduction of Poverty (NSGRP), more usually referred

to as MKUKUTA (the Swahili acronym), and Millennium Development Goals (MDGs). After that process the approval by the full council is necessary because without the approval of the full council (involving councillors) the budget cannot be accepted by the respective ministry for funding. Venugopal and Yilmaz (2010) state that the council often serves as a rubber stamp in the planning and budgeting process and that the technical staff often has more power and influence compared to councilors in preparing technical reports, planning and budgeting, and managing personnel.

4.2.1.2.4 Advising

Councillors serve as advisors to municipal staff on different issues taking place in Morogoro Municipal. For example, in the Finance and Administration committee and management meeting held 28th August, 2014 one councilor advised the management to put road signs on municipal center to restrict heavy trucks from entering the municipal center and the management took that advice and involved the police responsible for road safety to put those road signs. This situation implies that councillors always bring complaints from their wards to the management and provide advice on what the council can do.

Also, Managerial staff's work is to give professional advice to councillors and to the authority at general, and to carry out the LGA's work under the direction and control of the council and the relevant committees while, councillors are responsible for making decisions on different issues like budgets, designing development projects and passing bylaws within the council.

For example, on the meeting held on 28th August, 2014, the MMC management advised the councillors to construct the refreshment area and build shops around that open space found in Forest Street. This project was envisaged to increase MMC revenues from taxes from those shops

4.2.1.3 Organisational Structure

The organisational structure of MMC can describe the nature of the relationship between councillors and managerial staff. The highest decision making body in MMC is the full council, which is supported by committees, these committees comprise the number of councillors whose duty is to oversee the work performed by managerial staff. Municipal councils are chaired by the Mayor. The Mayor is elected by the respective members of the Municipal Council from among themselves; the mayor becomes the chairman of the council. The municipal council has a municipal Director appointed by the President or Minister for Local government. The Director becomes the Chief Executive Officer of the councils and secretary of the council meetings.

The council involves two structures such as political structure and administrative structure. The political structure involves full council and committees, these committees involve councillors with the aim of facilitating supervision of different development projects within the council and making accountable municipal staff for their action. The administrative structure involves municipal director, departments, sections and units whereby the administrative structure involves managerial staff whose duty is to implement the decisions made by councilors. Managerial staff work in the form of departments and sections whereby each department and section has its own activities, but they work interdependently with the aim of achieving council goal. (See appendix VII).

Therefore, both councillors and managerial staff work interdependently in order to achieve council's objectives such as; maintenance of law, order and good governance, promotion of economic and social welfare of the people in their jurisdiction, ensuring effective and equitable delivery of quality services to the people within the areas of the council's jurisdiction. Finally, to meet council vision of having *“A community with a higher standard of living provided with a sound and quality sustainable socio – economic services”*

Generally, the findings show that, the nature of councillors and managerial staff at MMC is based on what councillors and managerial staff do at that time, daily routines of the council, during a construction of certain project within the councilor's constituency, during the period of elections. Therefore, the nature of their relationship tended to differ depending on what they do at that time.

4.2.2 Types of Relationships between Councillors and Managerial Staff

The following are the types of relationships between councillors and managerial staff that exist in Morogoro Municipal council:

4.2.2.1 Classical/Formal Relationship

In classical relationship politicians/councillors are very dominant and they dictate everything to be done by administrators (Schreurs et al. 2011). Councillors become the supreme decision making body in all matters taking place within the council.

In MMC the representatives (councillors) make decisions through the Full Council, which serves as the highest authorised organ for decisions making to be implemented by the Municipal staff. The Full Council meets during every quarter of the year. Full Council is supported by a number of committees as prescribe in section 42 (1) (a) – (f) of Act No.8 of 1982, such as; Finance and Administration Committee, Economic, Education and health committee, urban planning and environment, these are known as standing committees. Also, there is an *ad hoc* committee established by MMC such as; Disciplinary committee, HIV/AIDS committee, *Ad hoc* committee for environment, distribution of land committee, external affairs committee and construction licenses committee. The members of these committees are councillors. The committees are established by the Local Government (urban authorities) number 8 of 1982. These committees are responsible for overseeing different activities taking place within the council. These committees involve councillors with the aim of facilitating supervision of different development projects within the council and making those people (municipal staff) more accountable for their actions.

In MMC there is a working relationship between councillors and municipal staff, this is manifested when different committees visit different development project carried with MMC to ensure the work done reflect the value for money. Also, these committees direct municipal staff to perform a certain task. Through reviewing the council meeting report of 2014/2015, the finance and administration committee directed the Head Of Secondary Education Department to give the actual cost remaining to finish up the construction of form five and six in Mafiga secondary school (See appendix VIII). Such situation implies that there is the presence of classical relationship in the Morogoro Municipal Council whereby councillors give orders to managerial staff to ensure that development project within the council are accomplished and managerial staff are responsible for the decisions made by councillors.

4.2.2.2 Village-Life Relationship

Among the key responsibilities of councillors prescribed in Local Government (Urban Authorities) Act, CAP 288 and Local Government (Election) Act, CAP 292 is; Councillors have the responsibility of representing the community (constituency) in different community development activities. Councillors represent their people in the council; this means councillors play a great role in facilitating the interrelationship between their constituencies (people) and the municipal council and other development stakeholders.

Therefore, in order for councillors to perform their responsibilities they have to interact effectively with both people (within their constituencies) and municipal officials. Councillors and Municipal staff interact when they perform different duties, especially when they make decisions in the full council likewise, when they work in different standing committees within the council. Also, the council staff are there to ensure that all issues raised within the communities and presented by councillors are taken into consideration and find the solutions to those issues. Therefore, councillors and municipal staff interact to ensure that social services provided influence the lives of people within

the council. Village-life relationship between councillors and managerial staff in the Morogoro Municipal Council occur in the following ways;

4.2.2.2.1 During Election Period

There is the close interaction between councillors and managerial staff, especially during election periods. Councillors tend to work closely with managerial staff in order to achieve what they had promised their people during campaigns. During the interview one of managerial staff stated that;

If you want to see how councillors work closely with us come during the period before the election (either one year or several months before the election). During this period you can find councillors insisting managerial staff about different development projects taking place within their constituency. Also, you can find these councilors finding sponsors to finance different development projects taking place within their localities. Furthermore, during that period they play a great role in mobilising their people on different project taking place within their areas.....

This situation implies that, effective working relationship between councillors and managerial staff depends much on the time in which councillors and managerial staff interact. From the year 2014 to 2015 councillors in MMC pressurised managerial staff to accomplish the municipal center roads which are financed by the World Bank (WB). For example; Uluguru road, road from Morogoro referral hospital to minibus stand, Sabasaba road, road from regional library to Jamuhuri stadium. Nowadays, those roads are in the final stage.

During an interview with one of managerial staff stated that;

“These political leaders tend to be good, especially when an election is near, you can see them come and ask for fuel, but after they win their position you can forget them, because each councilor tends to change and forgot our kindness....”

During this election time councillors tend to create good relationship with managerial staff and the relationship between them become clear because each part plays its role and they create mutual relationship.

4.2.2.2.2 Presence of Development Projects within MMC

Also, there is a village life relationship between councillors and managerial staff, especially when the development projects take place within the councilor's constituency. During this period councillors play a great role in mobilising their people to participate fully in the fulfillment of those projects. During an interview with managerial staff, one stated that;

We get full support from councillors especially when there is a development project taking place within their constituency. For example, during the construction of the health center at Kihonda ward, the councilor of this ward played a great role in mobilising his people to participate in the construction through cost sharing with MCC.

Such a situation implies that councillors and managerial staff at MMC work together as a team, especially when there are different development projects taking place within councilor's areas. The accomplishment of different development projects in MMC is the result of effective working relationship between councillors and managerial staff.

4.2.2.2.3 The Role of Advising

In MMC Councillors serve as advisors to municipal staff on different issues take place within Morogoro Municipal. For example, in the Finance and Administration committee and management meeting held 28th August, 2014 one councilor advised the management to put road signs on municipal center to restrict heavy trucks from entering in municipal center and the management took that advice and involved the police responsible for road safety to put those signs.

Furthermore, Managerial staff's work is to give professional advice to councillors and to the authority at general, and to carry out the LGA's work under the direction and control of the council and the relevant committees while, councillors are responsible in making decision on different issues like budgets, designing development projects and passing bylaws within the council. For example, on the meeting held on 28th August, 2014, the MMC management advised the councillors to construct the refreshment area

and build shops around that open space found in Forest Street. This project was envisaged to increase MMC revenues from taxes from those shops

Such a situation implies that councillors always bring complaints from their ward to the management and provide advice on what the council can do. Therefore, councillors and managerial staff work together as a team in order to achieve the council vision of; “*A community with a higher standard of living provided with a sound and quality sustainable socio – economic services*”. This situation proves there is a village-life relationship in the Morogoro Municipal Council.

4.2.2.3 Adversarial Relationship

In this relationship, the bureaucrats and politicians are in competition and are rivals due to their different competences and needs they have (Peters, 1987). The following are some determinants which show the existence of adversarial relationship in the Morogoro Municipal council:

4.2.2.3.1 Presence of Conflicts

Through interviews and questionnaires provided to councillors they said that, there are some conflicts tend to occur in the council, which hinder the functional relationship among these groups such; many councillors stated that, the council staff, especially those who are working in a registry office (registry clerk) are frequently failing to send some official letters to councillors on time hence hindering some activities from taking place on time. Therefore, conflicts existing in council determine the type of the relationship between councillors and managerial staff, whereby the presence of conflicts between the two groups cause the presence of Adversarial relationship.

4.2.2.3.2 Presence of Mistrust

Lack of trust between councillors and municipal staff can determine the type of relation existing between these two groups, one of the respondents (municipal staff) said that, most councillors lack trust to municipal staff, especially on the issue of funds, other

councillors have a tendency of criticising issues raised by municipal staff without even discussing it and other councillors tend to create a bad image to citizens that municipal council staff are the ones who misuse public funds. This situation affects negatively the ability of some municipal staff to perform their duties effectively, leads to lack of trust among themselves and creates a bad relationship between these two groups.

This is proved through questionnaires provided to councillors most of the councillors said that; municipal employees are the ones who misuse public funds (use public fund for private gains). When the researcher interviewed one of the councillors, the councillors said;

These people (Municipal Staff) have a lot of allowances, other staff worked for less than five years, but I wonder most of them have cars and others own houses.... I wonder where they got that money!

4.2.2.3.3 Presence of Strikes

During the interview with one of the heads of the department, he stated that; nowadays there is a tendency of councillors to strike (refuse to enter in council meetings) without considering the impact of their absence in those meetings, wastage of time and other resources, this situation causes some of municipal staff to make quick decisions (irrational decisions) in order to fulfill the interests of councillors. During the interview with one of the councillors, he stated that;

I remember in one of the council meetings held in January, 2015 we refused to enter the MMC meeting hall because; these managerial staff delayed giving us the revenue and expenditures report (he said in the Swahili word “Makabrasha”). The law requires them to give us these reports one week before the meeting in order to make us read and understand them, but they gave us one day before the meeting, what do you expect?”

From that scenario; councillors refused to enter the meeting hall because the managerial staff did not give the financial reports on time, but managerial staff failed to give those reports due to the fact that the report was not well prepared. During the interview with one of the managerial staff stated that;

During that time we had the visitors from the World Bank (WB) who came to make inspections on the progress of road construction in the Morogoro Municipal center, and during that time they made audit on how funds were used. So, it was difficult to prepare those reports on time due to the overlapping of work, especially in finance and trade department...

Therefore, the presence of councilor's strike in Morogoro Municipal Council indicates that; there is the presence of adversarial relationship between councillors and managerial staff at MMC. Councillors refused to enter the meeting hall in order to make managerial staff to be active in producing financial reports and managerial staff failed to give that report on time due to the overlapping of activities during that week.

4.2.2.3.4 Presence of Doubts

During the interview with one of the managerial staff, he said; there are different issues that tend to occur within the council, which hinder the effective execution of some development projects within the council. Such a situation causes some of the councillors to have doubts on how funds are utilised by managerial staff, he said councils are required to put 60% of their internal source revenue (own source) to accomplish different development project within their localities. Whereby, MMC through its legal meetings they proposed that the highest priority for the financial year 2014/2015 is the construction of laboratories for secondary schools. Through the financial report of April, 2015, from July 2014 to March 2015, the council had succeeded to collect Tsh. 2,070,527,893.00, instead of Tsh. 4,003,691,700.00 from own source as planned earlier. The council had contributed Tsh. 266,726,950.16, for laboratory constructions.

But in reality the construction of laboratories in the government secondary schools is going on and some of the laboratories did not meet the required standards. This situation causes councillors to have doubts on how funds are utilised by managerial staff. The council had contributed Tsh. 266,726,950.16, for laboratory constructions, which was not enough.

The researcher reviewed financial report of April, 2015 and found some reasons which caused MMC to fail to accomplish some of development projects. Firstly, the failure of

central government to bring funds for compensation of eliminated sources (General Purpose Grant- GPG) for seven months, which make a total of Tsh. 361,000,000.00. This situation caused the MMC to use own source to fulfill different development activities. Secondly, addition of allowances for councillors that rose from Tsh. 250,000.00 to Tsh. 350,000.00. This made a total to be Tsh. 23,000,000.00. These funds were out of the budget passed during the financial year 2014/2015. This situation affected the development activities for the year 2014/2015. Thirdly, Local government elections cost about Tsh. 29,428,269.00, the funds used were not planned in the budget of 2014/2015. Such a situation affected the accomplishment of other activities in MMC. Fourthly, the council provides Tsh. 25,988,000.00 for food in government schools (boarding). That money was not planned in the budget of 2014/2015. And lastly, the delay in paying allowances for newly employed staff of MMC. The total of Tsh. 11,575,000.00 was provided to 132 new employees from personnel and administration department and the department of health (MMC financial report, April 2015)

From such a situation councillors have doubts on how council funds (own sources) are utilised by managerial staff and managerial staff had their own reasons of using own sources for other activities instead of what they had planned earlier. This situation caused the presence of quarrels especially during meetings. Therefore, the presence of doubts between the two groups led to Adversarial relationship in MMC.

4.2.2.3.5 Reporting of Problems

Also, through questionnaires provided, most councillors said that; when they got problems with municipal staff, they have a tendency of reporting to Municipal Director. And also, on every Thursday and Friday the Mayor of the council has tendency of receiving complaints from councillors, municipal staff and citizens of Morogoro Municipality. But in reality, most of municipal staff report their complaints to the Municipalities Executive Director, this situation implies that there is a low level trust between Municipal staff and councillors.

If there is a low level of trust between councillors and managerial staff in Morogoro municipal council, this situation implies that there is existence of adversarial relationship between the two groups.

Finally, the types of councillors and managerial staff relationship at MMC tend to differ, they depend on time/duration in which councillors and managerial staff interact, the nature of development activities taking place within councilor's areas, trust between the two groups, and conflicts existing between the two groups. Also, the presence and absence of trust can determine the type of relationship exists, reporting of problems, and how they make decisions. Therefore, in MMC the dominant relationships existing are adversarial relationships and village life model. But the classical relationship tends to occur in MMC due to the working nature between councillors and managerial staff in aspects of decision making in all matters of the council.

4.2.3 Factor Influencing Councillors-Managerial Staff Relationships in the Council

The relationship between councillors and managerial staff to some extent is shaped by government regulations, different interests, development projects, disciplinary committees, resources, and the distance between councillors and managerial staff. The following are the factors which influence the relationship between councillors and managerial staff in the Morogoro Municipal Council:

4.2.3.1 Different Interests between Councillors and Managerial Staff

Both politicians and administrators are looking forward to achieving a certain goal. Since politicians are selected by the people through elections, the aim of politicians is to get trust from people within their localities, recognition from both political parties and the community, maximising votes and winning elections while administrators perform their duties in order to get promotions, salary, status, recognition from the government, control, career development and getting sponsorship from the government and other development agencies, this also is supported by Downs (1967) and Elock (1994).

During the interview, one of the managerial staff said;

The mayor allows the small businessmen and women to conduct their business during the evening around fire offices areas and at the minibuss stand at the municipal center, such a situation has caused the increase of waste (environmental pollution) at municipal centers hence the increase in costs of operating waste trucks and has led to the need to increase the number of labourers to perform cleanliness activities.

This situation implies that politicians tend to please people in order to gain trust from them and maximise their votes in elections, but managerial staff tend to minimise expenditures in order to achieve what they had planned earlier. Politicians are worried about the future of society, as well as their own political stay in power, therefore what they do is to try to satisfy their people even if there are not enough funds to perform that activity. This situation creates contradictions among the two groups; hence creates quarrels which lead to poor relationship.

4.2.3.2 Accomplishment of Development Projects

During the interview with one of the managerial staff, he said; there are different issues that tend to occur which hinder the attainment of some development projects within the council. Such a situation causes some of the councillors to have doubts on how funds are utilised by managerial staff. He said councils are required to put 60% of their internal source revenue (own source) to accomplish different development projects within their localities, whereby, MMC through its legal meetings they proposed the highest priority for the financial year 2014/2015 was the construction of laboratories for secondary schools.

Also, the financial report of April, 2015, shows that from July 2014 to March 2015, the council had succeeded to collect Tsh. 2,070,527,893.00 instead of Tsh. 4,003,691,700.00 from own source as planned earlier. The council had contributed Tsh. 266,726,950.16 for laboratory constructions. But the reality is that, most of the laboratories in the ward schools in MMC did not meet the required standards.

This situation causes councilors to have doubts on how funds are utilized by managerial staff. It causes councillors to lack trust on managerial staff hence leading to the presence of bad relationship between the two groups. Bad relationship between the two groups tends to bring difficulties in reaching consensus especially during council meetings.

Also, when development projects succeed, it helps to create good relationship between councillors and managerial staff, for example; the accomplishment of the Kihonda health center facilitated the good relationship with between Kihonda councilor and managerial staff which led to the introduction of the new water project in Kiegeya area.

4.2.3.3 Mobilising people to participate in tax campaigns

There is a tendency of some councillors to be reluctant to take part in tax collection campaigns hence hindering effective collection of revenues. The reason behind all this is to protect their positions in the next 2015 national election. This situation implies that; councilors tend to defend their people in order to protect their positions for the next election. Such a situation causes managerial staff to lack support from councillors during the collection of money from citizens, hence causes the working relationship to be poor.

One of the respondents stated that;

Managerial staff needs support from councillors especially on the issue related to the well-being of people, if councillors did not encourage their people to perform in development activities who can?

Therefore, councillors and managerial staff must join hands, especially when it comes to the issue of influencing citizens to participate in development activities within their areas of jurisdiction. Failure to join hands between councillors and managerial staff causes the huge burden to lie on one side. Such a situation causes the managerial staff to blame the councillors and the councillors to blame managerial staff hence the situation creates bad relation between them.

4.2.3.4 Distance between Councillors and Managerial Staff

The distance existing between councillors and municipal staff influences the relationship between the two groups. Councillors live in different localities and they don't share the same office, each councilor has his/her office. This situation gives hard time to workers, especially those who are working in a registry office to distribute official letters to councillors. Through the interview with one of registry clerks of the council, she stated that:

We are supposed to distribute letters to all councillors, as you know in our councils, we don't use computerised systems to transfer information within the council, there are some councillors who fail to get letters on time, hence this raises misunderstanding especially when things go wrong

This situation implies that the distance existing between councillors and municipal staff influences their relationship. Therefore, the Municipal Council should establish a computerised system, for example the system that will help to provide information directly to the councillors. Also, the council should improve its website by adding the section for councillors, this part will provide all information concerning the council, information about meetings and sending direct mails to councillors. This will help to reduce the complaints concerning the delay of information to councillors.

Furthermore, the council is incapable to provide transport to the councillors when they come to attend the meeting. All council meetings in Morogoro Municipality take place within the council meeting halls and they require all councillors to attend. During the interview with one of the councillors, the respondent said;

It's important to provide transportation services to councillors in order to enable them to attend at the meeting timely. This situation will help to reduce repetitions of topics during meetings...

4.2.3.5 Rules and Regulations

The relationship between councillors and managerial staff to some extent is shaped by government regulations. Councillors and managerial staff must abide by the existing local government rules and regulations in order to improve their working relationship

and reduce quarrels among them. There are several rules and regulations governing the relationship between councillors and managerial staff in Local Government Authorities that must be adhered to by both parties in order to make the council function effectively. Such rules and regulations are local government (Auburn Authorities) Act of 1982, local government finance Act of 1982, local government service act, code of ethics and conduct for councillors, local government election act and the Constitution of United Republic of Tanzania.

These laws help to show the roles and responsibilities of each party, power to make decisions, how to conduct meeting, accountability, penalties, procedures of running council business. For example; local government (Auburn Authorities) Act of 1982 and local government finance Act of 1982. For example, Local government finance Act of 1982 in Section 33 (4) gives power to Directors to be accounting officers with the duty of ensuring the proper management of the finances of the Local Government Authority. It states;

Every Director of an urban authority and every Director of a district council shall be the accounting officer for the local government authority of which he is the chief executive officer and shall for that purpose, be responsible for accounting for any service in respect of which moneys have been appropriated by the authority and for issues made to the local government authority from the 'exchequer, account.

Also, it gives power to Director to confirm that suitable accounting policies have been used and applied every time and reasonable and careful judgment and estimates have been made in the preparation of the financial statements. Councillors also confirm that the international public sector standards (IPSAS) have been followed and that financial statements have been prepared on the ongoing concern basis.

Therefore, the presence of strong government regulations may help to decrease the rate of conflicts between councillors and managerial staff in LGAs. Lack of government regulations can lead to a state where there are no rules or measures on how to handle conflicts which exist between councillors and managerial staff. Therefore, the presence of strong government regulations in LGAs may lead to the presence of an effective

relationship between the two parties. Also, the presence of strong regulations may reduce the improper use of power between the two parties.

4.2.3.6 Financial Resources

One of the respondent stated that most of the councillors in the Morogoro Municipal Council tend to perform their duties in a habitual way without considering the changes that have occurred within the government. He continued saying that most of funds in Tanzania local authorities are from the central government (grants), donors (aids) and from citizens (taxes). Hence, there is a tendency of central government to delay in providing grants on time.

For example, in the financial year 2014/2015 there were some reasons which caused MMC to fail to accomplish some of development projects. Firstly, the failure of central government to bring funds for compensation for eliminated sources (General Purpose Grant- GPG) for seven months, which made a total of Tsh. 361,000,000.00. This situation caused the MMC to use own source to fulfill different development activities. Secondly, additional allowances for councillors from Tsh. 250,000.00 to Tsh 350,000.00 and made a total Tsh. 23,000,000.00, the funds were out of budget passed during the financial year 2014/2015. This situation affected the development activities for the year 2014/2015. Thirdly, Local government elections cost about Tsh. 29,428,269.00, the funds used were not planned in the budget of 2014/2015. Such a situation affected the accomplishment of other activities in MMC. Fourthly, the council provided Tsh. 25,988,000.00 for food in government schools (boarding). That money was not planned in the budget of 2014/2015. And lastly, the delay in paying allowances for newly employed staff of MMC. The total of Tsh. 11,575,000.00 was provided to 132 new employees from personnel and administration department and the department of health (MMC financial report, April 2015)

Despite these challenges most of councillors tend to blame the Municipal staff when some development projects are not accomplished in time. Therefore, this situation influences effective working relationship between councillors and managerial staff in

LGAs. Councillors' blames towards managerial staff reduce the morale of managerial staff.

4.2.3.7 Presence of Disciplinary Committee

The presence of the disciplinary committee in MMC, this committee is responsible for ensuring both councillors and managerial staff are working in accordance with the law, rule and regulations of local government authorities, Constitution the United Republic of Tanzania and other bylaws and policies formulated by MMC. This committee is also responsible for examining alleged breach of discipline within the organisation.

The councillors' report of 24/10/2014 indicates that there was no any meeting that the disciplinary committee conducted from July to October last year; this situation implies that there is good working-relationship among these two groups. Absence of conflicts among these two groups, serves as an indicator of effective working relationship between councillors and managerial staff.

Therefore, the presence of this committee helps to shape the behaviour of both managerial staff and councillors within the council. This committee plays a great role in maintaining the good relationship between the two parts by reducing the rate of misunderstanding and the failure to abide by the rules and regulations of LGAs.

4.2.3.8 Sports Bonanza

Every year, MMC introduces sports bonanza which comprises all municipal staff and councillors. These sports bonanza influence the interpersonal relationship between councillors and municipal staff, municipal staff and municipal staff and between councillors and councillors. These bonanza help to reduce work stress and reduce the differences they have; also they help to improve their health. For example, in the year 2014, the council held the sport bonanza in August, the bonanza took place in Jamuhuri Stadium whereby all municipal staff and councillors participated.

Generally, relationship between councillors and managerial staff in the Morogoro Municipal Council is influenced by either internal factors or external factors of the council. For example, when the central government delays to bring the funds to local government, such a situation influences the relationship between the two groups especially when managerial staff reallocate fund to perform other activities. Internal factors are like presence of conflicts, participating in social events like sports and games, and attending social services like funeral services.

4.2.4 Effects of Such Relationships in the Operations of the Council

Relationships between councillors and managerial staff have either positive or negative effects to the operation of LGAs. For example, when there is the good relationship between councillors and managerial staff. When each party plays its role effectively, it helps to increase the performance of the council, but when one party interferes with the role of the other party, such a situation causes the increase of conflicts/misunderstanding hence leading to poor performance of the council. The following findings reveal the effect of councillors and managerial staff relationship on the operation of the council:

4.2.4.1 Classical/Formal Relationship

In classical relationship councillors/politicians dominate the whole process of decision making within the council. In this relationship bureaucrats are seen as subordinates of the politicians, whereby politicians are very dominant and they dictate everything to be done by administrators (Schreurs et al., 2011). This situation has positive and negative effects to the operation of the council for example; it can boost up performance, especially when decisions made by councillors are rational or can reduce the performance of the council especially when decisions made by councillors are irrational. The following are the effects of classical relationship to the operation of MMC:

4.2.4.1.1 The Delay in Reaching Consensus

Argumentative nature of politicians which causes the delay in achieving consensus, one of the respondents said that there are some councillors who tend to raise long discussions in meeting by sticking to small issues and sometimes this situation causes the rise of conflicts, especially when councilor's opinions are not taken into consideration by managerial staff.

4.2.4.1.2 Interfering Managerial Staff Duties

In classical relationship politicians are very dominant and they dictate everything to be done by administrators, this situation causes politicians to interfere with some of managerial staff duties. Through questionnaires provided many municipal staff stated that most of the councillors are stubborn and they have a tendency of interfering with some of municipal staff activities and leaving behind their role of encouraging their people to participate in development activities, this situation hinders an effective service delivery to people and citizens, creating a bad image to municipal staff. Also, it causes municipal staff to work to lower standards than expected, hence the presence of conflicts between these two groups. In addition, this situation implies that councillors tend to pressurise municipal staff hence municipal staff fail to perform their duties effectively.

4.2.4.2 Village-Life Relationship

In village relationship, all parts have power to decide on matters regarding the running of the council, this means a politician can make a decision as well as administrators and become a final and conclusive decision within the council. Administrators can engage in discussions about political priorities and strategies, also politicians can give their opinions on the execution of their decisions (Peters, 1987).

4.2.4.2.1 Wastage of Time

One of the respondents said that, most of councillors are not professionals and the highest level of education for most of them is secondary education. This situation gives a

hard time for municipal staff, especially when they want to conduct their business professionally. For example, preparing and presenting of financial reports. The respondent continued saying that there are issues discussed in meetings which require about ten minutes, but it takes almost one hour to be understood by councillors, so there is wastage of time when we (municipal staff) work with councillors.

4.2.4.2.2 On-Time Accomplishment of Development Project

The accomplishment of Kihonda health center, Mazimbu road, Mwere Bridge, Mbuyuni health center, Gezaulole market just to mention a few are good indicators of an effective working relationship between councillors and managerial staff. When a development project is accomplished on time it helps to increase morale to both councillors and managerial staff, and it boosts up the spirit of working together as a team.

4.2.4.2.3 Sharing Experience and Ideas

In village life model, all parts have the power to make a decision on matters regarding the council, this means a politician can make a decision as well as administrators and become a final and conclusive decision within the council. In this model both parts can use their experience in dealing with different issues within the council. There are councillors who previously had worked in public service, other were soldiers and other are engineers. Also, there are managerial staff who had worked in different council apart from MMC. For example, during an interview with Municipal Treasurer he said;

I had worked in local government for more than 25 years, I worked in different councils, about six councils. I had met and worked with different councillors, from different political parties. For me, when things go wrong, I gave them advice by referring to the my experience I got from previous councils which worked.

Also during an interview with one of the councillors he said;

We know our people well, we know our areas well also we know what our people need. Therefore, sometimes we give these municipal staff, our experience about our people and our areas, because not all managerial staff were born in Morogoro Region.

Councillors were claiming about the open space found in forest street on the meeting held on 28th August, 2014, the MMC management share their experience with councillors to construct the refreshment area and build shops around that open space. From Municipal treasurer said that that project will help to increase MMC revenues through taxes.

4.2.4.3 Adversarial Relationship

In adversarial relationship bureaucrats and politicians are in competition and are rivals due to their different competences and needs they have, both politicians and administrators are looking forward to achieving a certain goal (Peters, 1987). The following are the effects of adversarial relationship in the operation of the council:

4.2.4.3.1 Poor Decision Making of Municipal Staff

During the interview with one of the heads of the department, he stated that; nowadays there is a tendency of councillors to strike (refuse to enter in council meetings) without considering the impact of their absence in those meetings, wastage of time and other resources, this situation causes some of municipal staff to make quick decisions (irrational decisions) in order to fulfill the interests of councillors. The respondent said;

That situation causes the meeting to start at 12 noon instead of 09:00 AM, and it causes the meeting to use few hours and leave behind other things in the discussion. We waste time and use a lot of energy to convince them to enter the meeting hall. We discuss a lot of things in a short period of time....

During the interview with one of the councillors, he stated that;

I remember in one of the council meeting held in January, 2015 we refused to enter the MMC meeting hall because; these managerial staff had delayed to give us the revenue and expenditures report (he said in the Swahili word "Makabrasha"). The law requires them to give us these reports one week before the meeting in order to make us read and understand them, but they gave us one day before the meeting, what do you expect?

4.2.4.3.2 Reduce Morale of Managerial Staff

Negative attitude of councillors towards municipal staff reduces the morale of managerial staff, one of the respondents (managerial staff) said, most councillors lack trust to municipal staff, especially when it comes the issue of funds, other councilors have a tendency of criticising issues raised by municipal staff without even discussing it and other councillors tend to create a bad image to citizens that municipal council staff are the ones who misuse public funds. This situation affects negatively the ability of some municipal staff to perform their duties effectively, leads to lack of trust among themselves and creates a bad relationship between these two groups which is not functional.

This is proved through questionnaires provided to councillors, most of the councillors said that; municipal employees are the ones who misuse public funds (private gains). When the researcher interviewed one of the councillors, the councillors said;

These people (Municipal Staff) have a lot of allowances, other staff have worked for less than five years, but I wonder most of them have cars and others own houses.... I wonder where they got that money!"

This situation implies that, most of councillors don't trust municipal staff, especially in the allocation of funds and other councillors do not believe the financial reports presented by municipal staff. Such a situation reduces morale among managerial staff when they are performing work within the council.

4.2.4.3.3 Speed Up Accomplishment of Development Project

In adversarial model both councillors and managerial staff are looking to achieve a certain goal. Councillors tend to pressurise managerial staff to improve some of the services offered by the council. The biggest interest of councillors is to win their voters and to build trust with them. Also, councillors tend to pressurized managerial staff to accomplish some of development projects within their constituency in order to fulfill the promises made during campaigns. For example the construction of Mbuyuni health center, Kihonda health center, water project in Kiegea 'A', construction of the market

(the map of the market is already made), according to one of municipal staff; he said very soon the construction of market will start, also the maintenance of Musamvu Bus terminal is in progress. All these projects are now taking place.

4.3 Concluding Remarks

The nature and types of relationship between councillors and managerial staff in LGAs is not static, the relationship tends to change depending on the time, level of interactions, trust, expertise between councillors and managerial staff, rules and regulations, nature of work performed by managerial staff and councillors.

Based on the findings of this study the relationship between councillors and managerial staff in Morogoro Municipality to some extent is clear whereby councillors and managerial staff work by abiding by the rules and regulations of local government but there are challenges which hinder an effective relation between them. During interviews with both councillors and managerial staff, they stated that there are small misunderstandings which hinder their relationship. Most of the respondents stated that; there are quarrels that tend to occur during meetings, especially when things are not well understood by either councillors or managerial staff. One managerial staff stated that; there are issues raised in during the meetings, which require only few minutes to be understood, but can take twenty to thirty minutes, such a situation leads to failure to reach consensus.

Working relationship between councillors and managerial staff is among the important relationships within any local government authorities, the absence or presence of poor working relationship among these two groups has negative impact to the function of the councils. In order for the local government authorities (LGAs) to perform their duties effectively and efficiently, councilors and employed staff (permanent public officials) need to work together as a team or as partners.

CHAPTER FIVE

SUMMARY, CONCLUSION AND RECOMMENDATIONS

5.0 Introduction

This part draws the conclusion of the findings of the research based on what was discussed in chapter four. This part provide the conclusion, summary of the study and findings. Finally, it provides the recommendations of the research to Morogoro Municipal Council and other stakeholders of local government on how councillors and managerial relationship influence the operation of LGAs based on the analysis, interpretation and judgment of the study's findings.

5.1 Summary of the Study

The supreme decision makers in any local authority are elected members. All decisions taken anywhere in local authorities are formally those of the councilors and all the staff employed by the authority are ultimately responsible to it. Councilors and their parties supply the policy guidelines within which their officers must work, these guidelines reflect much or less adequately the demands and needs of the citizens whom councilors are elected to represent (Elock, 1994).

This study was designed to examine the relationship that exists between councillors and managerial staff in Local Government Authorities in the course of understanding the extent to which they affected or influenced the operations in Local Government Authorities. Morogoro Municipal council was used as a case study. The researcher decided to conduct this study with the aim of providing an insight to Tanzania Local authorities into how the nature and types of relationship between councillors and managerial staff influence the day to day local government authorities.

The researcher passed through different literature, including books, journals, visited some websites and passed through different empirical evidences in order to come out with things that would add value in the society. The researcher decided to use a case-

study design in order to get a chance of studying the population intensively and coming out with relevant findings and it enable the researcher to apply triangulation process in data collection and analysis. Also, the researcher used two categories of respondents such as councillors and managerial staff of Morogoro Municipal Council. The research used the sample of 40 (55.5%) out of 72 of the population.

5.1.2 Summary of the Major Findings

The researcher came out with the following findings: the relationship between councillors and municipal staff in MMC to a greatest extent is effective compared to previous years. Most councillors and municipal staff interviewed and through questionnaires provided said that; the quality of the services offered by the MMC is better than before, this situation implies that there is a functional relationship between councillors and municipal staff in ensuring services offered to the community are of high quality.

The nature and types of relationship between councillors and managerial staff in LGAs is not static, the relationship tends to change depending on the time, level of interactions, trust, expertise between councillors and managerial staff, rules and regulations, nature of work performed by managerial staff and councillors.

Based on the findings the dominating type of relationship between councilors and managerial staff in Morogoro Municipal Council is village-life relationship, and there was formal relationships especially when the councilors through full council meetings and standing committees direct managerial staff to perform a certain activities. Also there are a sort of adversarial relations especially when a certain issue is no illustrated properly by managerial staff, presence of doubts and strikes can serve as the indicators of the existence of adversarial relations.

5.2 Conclusion

Working relationship between councillors and managerial staff is among the important relationships within any local government authorities, the absence or presence of poor

working relationship among these two groups has negative impact of the councils. In order for the local government authorities (LGAs) to perform their duties effectively and efficiently, councilors and managerial staff need to work together as a team or as partners. Therefore, the nature and types of councillors and managerial staff in LGA influence the day to day operation of LGAs.

5.3 Recommendations

Based on the findings of this research the study come out with the following recommendations:

5.3.1 The Municipal Council

The municipal council should provide various formal training and capacity building opportunities for councillors who join the Council and those who are elected either due to the death of councillors or due to resignation, this will help them to be prepared to participate in the municipal activities efficiently. Also, the council should establish the effective communication channel between councillors and municipal staff, for example, creating a councilor's part in the Morogoro Municipal Council Website, nowadays there are different social networks in which councillors and municipal staff can communicate and discuss different issues out of the office, for example use Facebook and WhatsApp groups. These social networks can boost up a functional relationship between these two groups. In addition, the technical staff must present information to councillors on time and in easy formats and simple language. This will help to increase councilors' understanding and awareness on matters presented by municipal staff for example financial reports.

5.3.2 Prime Minister's Office- Regional Administration and Local Government (PMO-RALG)

The ministry should increase the provision of various formal training and capacity building opportunities for both local government staff and councillors, this will help them to participate in local government activities efficiently. Also, the ministry should

introduce the position of the local government officer in Tanzania LGAs who will be responsible for giving advice on the matters concerning the local government. There are graduates from Mzumbe university who undertake the Bachelor of local government management and those graduates from the College of local government, Hombolo Dodoma. Most of these graduates are employed by different local authorities and perform the duties of Human Resource Officer, but from my view, these graduates should play a role of consultant by giving advice to both councillors and other local government staff on issues related to local government. This situation will help to reduce misunderstanding and interferences in different activities among these two groups.

5.3.3 Political Parties

Political parties can play a great role in improving the relationship between councillors (members of different parties) and municipal staff, political parties should increase the sponsorship to their councillors for further studies, this can be done by sponsoring them to study in the Open University of Tanzania. Also, these political parties should prepare different workshops for their councillors by inviting different experts who are specialised in different fields such as; management, organisational behaviour (OB), financial management and budget. This situation will help councillors to increase their knowledge and skills, hence reduce the occurrence of misunderstandings among these two groups which normally cause ineffective relationship among them. Also, political parties should provide immediate training to those councillors who join the council and those who are elected either due to the death of councillors or due to resignation, this will help them to be prepared to participate in local government authorities efficiently. Furthermore, political parties can help by improving the selection of their candidates who will represent the community and their party in the council. Also, political parties should put some minimum requirements for councillors such as: education level at least councillors should have a certificate of secondary education.

5.3.4 Managerial Staff

Managerial staff should perform their duties by abiding by the rules and regulations provided by Tanzania government and those policies and by laws formulated by the respective council. By doing this it will help to perform their duties without interfering with the duties and responsibilities of the councillors. Also, municipal staff should work together with councillors by putting their differences away and work together for the benefit of the community. Public Servants should perform their duties truthfully and without bias to avoid situations that may lead to conflict of interest among the two groups.

5.3.5 Councillors

Councillors should perform their duties by abiding by the rules and regulations provided by Tanzania government, political party and those policy and by-laws formulated by the respective council. By doing this it will help them perform their duties without interfering with the duties and responsibilities of the Local government staff. Also, councillors should work together with local government staff by putting their differences away and work together for the benefit of the community they serve. Councillors should be familiar with their collective responsibility in making decisions in the council; this means councillors should make decisions that will influence the council at large and not the decision that will influence a certain group. This situation will improve the relationship between councillors and the public and municipal staff. Also, councillors should make effective follow-ups to all development activities taking place within their constituencies and they should not wait for the paper-reports prepared by council staff. This situation will help to reduce misunderstandings/conflicts among these two groups and help in making development activities take place in time. Furthermore, it will increase the quality of services offered by the council. To be noted “political leaders are responsible for pushing forward development within the community by insisting and motivating labour force and by ensuring that the principles of good governance are obeyed”

5.3.6 Citizens

Citizens (community) are the key stakeholders of any local government authorities because; citizens pay taxes to local authorities, also citizens are the end-users of services provided by local authorities. The decisions they make when they choose their representative at local level matters to the change (development) of their community. Citizens should be the first to question their representatives when things are going in the wrong direction. Citizens should be the first to ask for revenues and expenditures report from their representative.

5.3.7 Other Stakeholders

Different Non - Governmental Organisations (NGOs), Community-Based Organisations (CBOs), Faith-Based Organisations (FBOs), private companies, and international organisations should play a role of providing education to both councillors and local government staff through preparing workshops, preparing sports and games for these two groups. They should provide seminars and loans to councillors under the lowest conditions and help to support different activities taking place within their constituencies. This situation will help to raise awareness among these two groups on the matter related to their relationship and how they can influence the society they serve.

5.4 Further Research

The study gives a wide area for other researchers who will be interested in conducting a study about councillors and managerial staff in LGAs. The study used only one case study (Morogoro Municipal Council), therefore the study gives a chance to other researchers to conduct the same study in different areas within or outside of Tanzania. The results will help to make a comparison with the result of this study. Finally, it will help to come out with general results on the relationship between councillors and managerial staff and their impacts on local Government authorities' operations. Also, the study gives a chance to researcher from other parts of the world to make a comparison with Tanzania LGAs.

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APPENDICES

Appendix I:

QUESTIONNAIRES FOR MANAGERIAL STAFF

Dear respondent,

My name is Florian Mtunga, a student at Mzumbe University. I am doing a research about; **Relationship between Councilors and Managerial staff**, the Case of Morogoro municipality. Your kindly assist by answering correctly to the questions below. Your response will remain confidential and it is only for academic purpose.

1. Background information

Village/Mtaa..... Ward.....

Council.....

1) Age of the respondent (years):

2) Gender:

i. M

ii. F

3) Are you born in this council?

1. Yes 2. No

4) How long have you worked in this council?

i. 0 - 1 year

ii. 2 – 5 years

iii. 6 – 9 years

iv. 10 and above

5) What is the highest level of formal education you have attained? (*Tick where is correct*)

- i. No formal school
- ii. Primary
- iii. Secondary (Form 1-4)
- iv. Secondary (Form 5-6)
- v. College (after Form 4)
- vi. College (after Form 6)
- vii. University
- viii. Vocational/Adult education classes

.....

2. Other information

6) If you have any difficulty with the councilors, who do you first seek assistance? (*Tick only one option*)

- i. central government
- ii. The Municipal Director
- iii. Head of Departments
- iv. Trade unions

7) What is your view on the councilors?
(*Tick only one choice*)

- i. They do as best they can
- ii. They perform in minimum level
- iii. They are corrupt
- iv. They are stubborn

8) During the past five years, have you ever have conflict or misunderstanding with councilors?

i. Yes

ii. No

If yes why?

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

9) In your view, what should be done to improve councilors and public officials relationship?

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

9) Do you agree with the following statement? “Conflicts between councilors and public officials cannot be avoided” (*tick only one option*)

i. I agree

ii. I disagree

iii. I don't know

10) What do you think of the quality of local government services today compared to previous years?

i. Worse than before

ii. About the same as before

iii. Better than before

iv. I don't know

11) Do you think that tax revenues collected in this area are used to provide public services?

(*Tick only one option*)

i. Yes, most of it

- ii. Moderately
- iii. Not at all
- iv. I don't know

12) Whom do you think are likely to misuse local government revenues?

(Tick only one option)

- i. The council authorities
- ii. Central government politicians
- iii. Local government staff
- iv. I don't know

13) who is supposed to control all matters in the council

- i. Councillors
- ii. Managerial staff

Why?

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.....

Thank you very much for your cooperation and assistance in answering these questions.

Appendix II:

DODOSO KWA AJILI YA MADIWANI

Naitwa Florian Mtunga, mwanafunzi katika chuo kikuu Mzumbe. Nafanya utafiti unaohusu: Uhusiano kati ya Madiwani na Wafanyakazi walioajiliwa na Halimashauri, katika halmashauri ya manispaa ya Morogoro. Nahitaji ushirikiano wako kwa kujibu maswali hapo chini. Majibu yako yatabaki kuwa siri.

1. Taarifa za awali

Kijiji/Mtaa..... kata.....

1) umri (miaka):

2) jinsia (weka alama ya tiki sehemu inayohusika)

i. ME

ii. KE

3) Umezaliwa katika manisapaa hii? (weka alama ya tiki sehemu inayohusika)

1. ndio 2. hapana

4) Ni muda gani (miaka) umefanya kazi katika manisapaa hii?

(weka alama ya tiki sehemu inayohusika)

i. 0 - 1 mwaka

ii. 2 – 5 miaka

iii. 6 – 9 miaka

iv. 10 na zaidi

5) Umefikia kiwango gani cha elimu? (weka alama ya tiki sehemu inayohusika)

i. sijaenda shule kabisa

ii. elimu ya msingi

iii. Sekondari (kidato 1-4)

iv. Sekondari (kidato 5-6)

v. Chuo (baada ya kumaliza kidato cha 4)

vi. Chuo (baada ya kumaliza kidato cha 6)

vii. chuo kikuu

viii. vyuo vya ufundi

ix. elimu ya watu wazima

5) upo chini ya chama gani (weka alama ya tiki sehemu inayohusika)

i. CCM

ii. CHADEMA

iii. CUF

iv. NCCR

v. UDP

vi. TLP

vii. Vyama vingine (andika jina la chama chako sehemu iliyoachwa wazi)

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2. Taarifa zingine

6) unapopata matatizo au ugumu katika shughuli zako unapofanya kazi na wafanyakazi wa halmashauri unatafuta suluhisho au msaada kwa nani? (weka alama ya tiki sehemu inayohuka)

i. serikali kuu

ii. mkurugenzi wa manispaa

iii. unatatua mwenyewe

7) nini mtazamo wako kwa wafanyakazi wa halmashauri? (weka alama ya tiki sehemu inayohuka)

i. wanajitahidi kadri ya uwezo wao

ii. wanafanya kazi chini ya kiwango

iii. wanatumia ofisi za uma kwa manufaa binafsi

iv. ni wavivu

8) katika kipindi hiki cha miaka mitano, ulisha pata usumbufu au kutoelewana au kutokuwa na mahusiano mazuri na wafanyakazi wa halmashauri? (weka alama ya tiki sehemu inayohuka)

i. ndio

ii. hapana

kama ni ndio, ilikuwaje?

.....
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9) katika mtazamo wako, kipi kifanyike ili kuboresha uhusiano mzuri kati ya madiwani na wafanyakazi wa halmashauri?

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.....
.....

9) unakubaliana na sentensi ifuatayo? Uhusiano mbaya kati ya madiwani na wafanyakazi wa halmashauri hauepukiki? (weka alama ya tiki sehemu inayohuka)

i. nakubali

ii. sikubali

iii. sijui

10) unaonaje huduma zinazotolewa na serikali za mitaa ukilinganisha na miaka iliyopita?

i. mbaya kuliko zamani

ii. zipo sawa

iii. ni nzuri kuliko zamani

iv. sijui

11) Je mapato yanokusanywa katika manispaa hii yanatumika kama ilivyopangwa?
(weka alama ya tiki sehemu inayohuka)

- i. Ndio
- ii. hapana
- iii. sijui

12) unadhani ni kundi lipi kati ya haya ndio wanaotumia mali za uma kwa manufaa binafsi? (weka alama ya tiki sehemu inayohuka)

- i. wafanyakazi wa halimashauri
- ii. wanasiasa (madiwani)
- iii. sijui

13) kwa mtazamo wako ni nani anayetakiwa kusimamia mambo yote ndani ya halimashauri

- i. madiwani
- ii. wafanyakazi walioajiliwa na halimashauri
na ni kwa sababu gani?

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Nashukuru sana kwa ushirikiano wako

Appendix III

DODOSO KWA WAFANYAKAZI WA HALIMASHAURI YA MANISPAA YA MOROGORO

Naitwa Florian Mtunga, mwanafunzi katika chuo kikuu Mzumbe. Nafanya utafiti unaohusu: Uhusiano kati ya Madiwani na Wafanyakazi walioajiliwa na Halimashauri, katika halmashauri ya manispaa ya Morogoro. Nahitaji ushirikiano wako kwa kujibu maswali hapo chini. Majibu yako yatabaki kuwa siri.

1. Taarifa za awali

Kijiji/Mtaa..... kata.....

1) umri (miaka):

2) jinsia (weka alama ya tiki sehemu inayohusika)

i. ME

ii. KE

3) Umezaliwa katika manisapaa hii? (weka alama ya tiki sehemu inayohusika)

1. ndio 2. hapana

4) Ni muda gani (miaka) umefanya kazi katika manispaa hii?

(weka alama ya tiki sehemu inayohusika)

i. 0 - 1 mwaka

ii. 2 – 5 miaka

iii. 6 – 9 miaka

iv. 10 na zaidi

5) Umefikia kiwango gani cha elimu? (weka alama ya tiki sehemu inayohusika)

i. sijaenda shule kabisa

ii. elimu ya msingi

iii. Sekondari (kidato 1-4)

iv. Sekondari (kidato 5-6)

- v. Chuo (baada ya kumaliza kidato cha 4)
- vi. Chuo (baada ya kumaliza kidato cha 6)
- vii. chuo kikuu
- viii. vyuo vya ufundi
- ix. elimu ya watu wazima

2. Taarifa nyingine

6) unapopata matatizo au ugumu katika shughuli zako unapofanya kazi na madiwani wa manispaa ya Morogoro, unatafuta suluhisho au msaada kwa nani? (weka alama ya tiki sehemu inayohuka)

- i. serikali kuu
- ii. mkurugenzi wa manispaa
- iii. unatatua mwenyewe

7) nini mtazamo wako kwa madiwani? (weka alama ya tiki sehemu inayohuka)

- i. wanajitahidi kadri ya uwezo wao
- ii. wanafanya kazi chini ya kiwango
- iii. wanatumia ofisi za uma kwa manufaa binafsi
- iv. ni wavivu

8) katika kipindi hiki cha miaka mitano, ulisha pata usumbufu au kutoelewana au kutokuwa na mahusiano mazuri na madiwani? (weka alama ya tiki sehemu inayohuka)

- i. ndio
 - ii. hapana
- kama ni ndio, ilikuwaje?

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9) katika mtazamo wako, kipi kifanyike ili kuboresha uhusiano mzuri kati ya madiwani na wafanyakazi wa halmashauri?

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.....

9) unakubaliana na sentensi ifuatayo? Uhusiano mbaya kati ya madiwani na wafanyakazi wa halmashauri haukupiki? (weka alama ya tiki sehemu inayohuka)

- i. nakubali
- ii. sikubali
- iii. sijui

10) unaonaje huduma zinazotolewa na serikali za mitaa ukilinganisha na miaka iliyopita?

- i. mbaya kuliko zamani
- ii. zipo sawa
- iii. ni nzuri kuliko zamani
- iv. sijui

11) Je mapato yanokusanywa katika manispaa hii yanatumika kama ilivyopangwa? (weka alama ya tiki sehemu inayohuka)

- i. Ndio
- ii. hapana
- iii. sijui

12) unadhani ni kundi lipi kati ya haya ndio wanaotumia mali za uma kwa manufaa binafsi? (weka alama ya tiki sehemu inayohuka)

- i. wafanyakazi wa halmashauri
- ii. wanasiasa (madiwani)
- iii. serikari kuu
- iv. sijui

13) kwa mtazamo wako ni nani anayetakiwa kusimamia mambo yote ndani ya halimashauri

- i. madiwani
- ii. wafanyakazi walioajiliwa na halimashauri
na ni kwa sababu gani?

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Nashukuru sana kwa ushirikiano wako

Appendix IV

INTERVIEW GUIDE FOR BOTH COUNCILLORS AND MANAGERIAL STAFF

1. Relationship between councilors and managerial staff
2. How that relationship influence decisions making process in Morogoro Municipal Council.
3. How councilors and managerial staff work in local government authority.
4. Ways used by Morogoro municipal council to manage the councilors and managerial staff
5. Challenges facing managerial staff when they work with councilors in Morogoro Municipal Council
6. Source of conflicts between councilors and managerial staff
7. Nature of relationship between managerial staff and councillors.
8. Background (working experience and life experience)
9. Key responsibilities between councillors and managerial staff
10. Factors which influence relationship between councillors and managerial staff



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MOROGORO, TANZANIA

MU/OF/SOPAM/DHRM&DLGM/VOL.1/6

27th November, 2014

TO WHOM IT MAY CONCERN

RE: DATA COLLECTION FOR FLORIAN MTUNGA

The above named is a student of this University in the School of Public Administration and Management pursuing *Master of Science in Human Resource Management*. **Mr. Florian** has finished Semester II of his studies which ended in July, 2014.

As a partial fulfillment of the requirement for the award of Masters Degree every graduate student is required to undertake dissertation on a topic relevant to his area of specialization. The candidate has opted to conduct a study on the topic titled:

***Relationship between Councilors and Local Government Permanent Staff:
The Case of Morogoro Municipal Council.***

The study (research) is expected to take only six months and thereafter **Mr. Florian** will be required to submit the report to the School of Public Administration and Management as per Mzumbe University Examinations and Students' Assessment Criteria By-Laws of 2012.

We strongly request your good office to accord him with necessary assistance and support.

Thank you for cooperation.

Dr. Wilhelm Leonard

For Dean

School of Public Administration and Management – Mzumbe University

HALMASHAURI YA MANISPAA MOROGORO

Simu/Nukushi Na: 023 - 2614727

Barua Pepe: info@morogoromc.go.tz

Tovuti: www.morogoro.go.tz

Unapojibu taja:



Ofisi ya Mkurugenzi wa Manispaa,
S.L.P. 166,
MOROGORO
TANZANIA

Kumb. Na. E.10/MMC-24/VOL.XII/130

Tarehe: 09 Januari, 2014

Mkuu wa Chuo cha Mzumbe,
S.L.P. 2,
Morogoro.

Yah: **MAOMBI YA KUFANYA UTAFITI**

Tafadhali husika na kichwa cha habari hapo juu.

Napenda kukujulisha kuwa kibali kimetolewa kwa mwananchuo **Florian Mtunga** ambaye ni mwanafunzi katika Chuo cha Mzumbe kufanya **"Data Collection"** katika Manispaa ya Morogoro kuanzia tarehe 12 Januari, 2015 kwa gharama zake mwenyewe.

Mambo ya kuzingatia muda wote awapo katika Utafiti ni pamoja na:-

1. Kuvaa mavazi yanayokubalika katika utumishi wa Umma.
2. Nidhamu kazini.

Tunamtakia utafiti mwema.

Mayala P.M.

**KNY:-MKURUGENZI WA MANISPAA
MOROGORO**

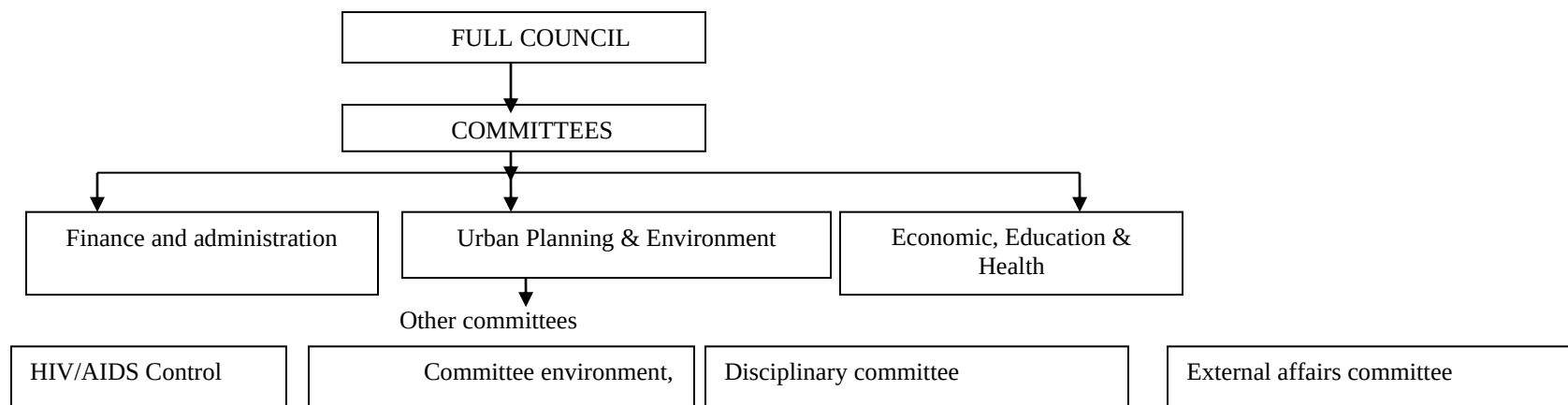
**KNY. MKURUGENZI WA MANISPAA
MOROGORO**

Nakala: Florian Mtunga,
Mtafiti.

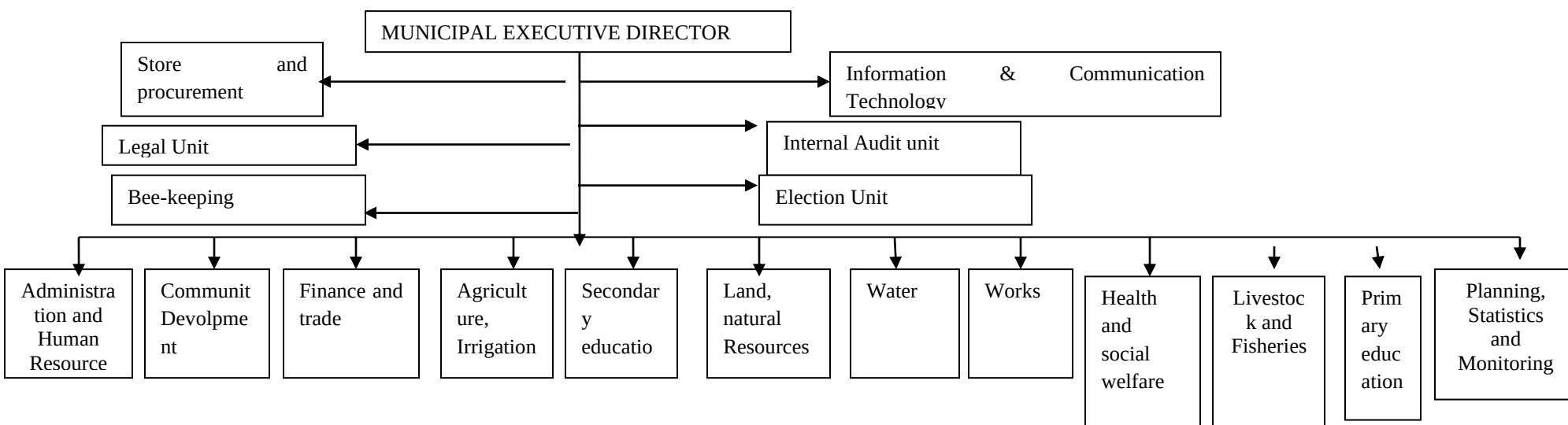
Appendix VII

MOROGORO MUNICIPAL COUNCIL ORGANIZATION CHART

POLITICAL ORGANIZATION STRUCTURE



ADMINISTRATIVE STRUCTURE



Appendix VIII:

**YATOKANAYO NA KIKAO CHA KAWAIDA CHA KAMATI YA FEDHA NA UONGOZI CHA TAREHE
17/07/2014**

MUHT. NAMBA	AGIZO	MTEKELEZAJI	UTEKELEZAJI
HMK/KFU/03/014-Majumuisho ya ziara ya tarehe 16/07/2014	1.0 Kuhusu ukaguzi wa madarasa ya kitado cha tano na sita shule ya sekondari Mafiga: Menejimenti iandae gharama halisi ya mahitaji husika na muda wa kumaliza shughuli zote kusudi masomo ya kidato cha tano na sita katika shule ya sekondari mafiga yaanze	Afisa elimu sekondari wa manispaa	Mahitaji ya chini (minimum conditions) kuanzishwa kidato cha tano, inahitaji alau madarasa 2, maabara 2, jingo la dministration block) 1, maktaba 1, Bwalo (ose hall) 1, bweni 1 pamoja na uwepo wa wa shahada. Shule sekondari mafiga mahitaji mawili na nusu(madarasa, walimu el pamoja na maabara 1) kati ya vigezo itajika. Makadirio ya gharama ya miundo mbinu inayohitajika ni: - Jengo la utawala- 150,000,000.00 - Maktaba iliyokamilika- 70,000,000.00 - Ukumbi/bwalo- 150,000,000.00 - Bweni pamoja na vitanda- 150,000,000.00 - Makadirio ya gharama ni Tsh 520,000,000.00 - Mpango mkakati ni kuweka mahitaji haya kwenye bajet ya mwaka wa fedha 2015/2016.