

**COMMITMENT OF CENTRAL GOVERNMENT ON THE
IMPLEMENTATION OF DECENTRALIZATION BY
DEVOLUTION AT LOCAL LEVEL OF THE GOVERNMENT
A CASE STUDY OF MOSHI DISTRICT COUNCIL**

By

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**Dissertation Submitted in Partial Fulfillment of the Requirements for Award of
the Masters Degree of Science in human resource management (Msc-HRM) of
Mzumbe University**

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CERTIFICATION

We the undersigned, certify that we have read and hereby recommend for acceptance by Mzumbe University, a dissertation titled **Commitment of Central Government on the implementation of Decentralization by Devolution at Local level of the Government: A case study of Moshi District council**, in fulfillment of the requirements for the Master of Science of Human Resource Management of Mzumbe University.

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DEDICATION

I dedicate this piece of work to my father Mborah Furaheli Silaa, my dear mother Estermary Mwashah and, my dear sister Vivian-dina Silaa and my brother God-gift Silaa. I do not know what my world would be like without you.

I cherish you all.

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LIST OF ABBREVIATIONS

D-by-D	-	Decentralization by Devolution
DHMT	-	District Healthy Management Teams
LGAs	-	Local Government Authorities
LGR	-	Local Government Reform
LGRP	-	Local Government Reform Program
MDC	-	Moshi District Council
PEDP	-	Primary Education Development Programme
PO – RALG	-	President’s Office – Regional Administration and Local Government
PMO-RALG	-	Prime Minister’s office-Regional Administration and Local Government
SAPs	-	Structural Adjustment Programs
RAs	-	Regional Administrations
SEDP	-	Secondary Education Development Programme
SHD	-	Sustainable Human Development
SPSS	-	Statistical Package for the Social Science
URT	-	United Republic of Tanzania

ABSTRACT

The study focused on assessing the commitment of central agencies on the implementation of decentralization by devolution at all levels of the government. Specifically the study aimed to; identify the extent to which central government devolve full power and responsibility to local government for service delivery; to determine and explain the level of participation on decision making process and to identify the effect of decentralization by devolution at local level in the improvement of service delivery; and to identify which plans are given priority, between those of central government and local government in case of shortage of funds which may lead to cut down some of activities. A case study research design was applied, employing both primary and secondary data collection methods in order to find out answer to research objectives. Data collection was done using interview, questionnaire and documentary review. The study covered 47 respondents. The data were analysed by using various statistical techniques such as SPSS, for qualitative data which were then presented using percentages and frequency distribution. The qualitative data were also analysed using content analysis where the researcher edited, coded and arranged the pattern of information into themes.

With regards to the extent to which central government devolves power and responsibilities for service delivery at the Moshi District Council, the findings revealed that some of responsibilities and power are not decentralized to enable easy service delivery. There many areas which are not decentralized but most of the respondents mentioned land and settlement, permanent employment (recruitment of civil servant) formulation of policies, promotion issues, heavy tax and implementation of heavy donor funded projects. This implies that, though the central government has devolved some of the power and responsibilities to local governments, still there are some important areas of service delivery which are coordinated by the central government.

In addressing the second objective, the study found that there is ineffective participation in decision making at grass root level. The responses revealed that there is moderate participation in decision making, which implies that people at grass root

level are involved to some extent in decision making and in strategic planning. Sometimes, lower level governments are involved in making the budget, but they don't have the power and authority to make a decision on other things such as land and settlement and formulation of the policies.

Concerning the effect of decentralization at local level in the improvement of service delivery, the findings of the study revealed that decentralization by devolution has brought both negative and positive impacts. The negative impacts of decentralization include the increase of bureaucracy and the way it has opened a room for politicians to interfere professionals when they perform their activities. The positive impacts of decentralization include the improvement of service delivery, as well as improvement of good governance. D by D is an obligatory tool for poverty reduction because it gives room for the citizens to participate in strategic planning for the development of the council.

The findings also revealed that the plans of the central government are given priority than those of local government. The findings show that some plans of local government are not given priority and are not attained as they are scheduled by the local governments because the funds to implement those projects are planned from the central government.

Based on the findings, the following measures are recommended to enable the commitment on the implementation of the decentralization by devolution at local level; the central government needs to ensure complete and accurate decentralization of power and authority to lower levels of the government as well as training people on how to implement D by D, the leaders at lower levels should be given seminars or training to build their ability to make proper arrangement of meetings, Central government should encourage the local government on improving their own source of income and should not interfere the implementation of those funds for the project development Also local government should be given the power and authority to collect taxes from the big investment and enough resource (funds) should be allocated to the decentralized activities for its implementation

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CHAPTER ONE

PROBLEM SETTING

1.1 Introduction

This chapter covers the back ground of decentralization by devolution in the process of service delivery in Tanzania particularly in local level; it has also a statement of the problem, objectives of the study, research questions, significance of the study, scope of the study, and limitation of the study.

1.2 Background of Moshi District

The Moshi District Council (MDC) is one of the seven Councils of the Kilimanjaro Region. The district is bordered to the North by the Rombo District, to the West by the Hai District, to the East by the Mwanga District and Kenya, and to the South by the Moshi Municipal council. Moshi District Council was established in January, 1984 by provisions of Sections 8 and 9 of the Local Government (District Authorities) Act 1982. The economy in Moshi council is based on productive sectors which include small and medium scale industries, business activities, agriculture, and civil service employment. MDC is led by a full council composed of councillors elected from wards and special seats councillors elected by their respective political parties. The full council is responsible for policy making and supervision of the council's administration. The District Executive Director (DED) is responsible for directing daily activities of the council and is in charge of the personnel. The DED and administrative staff in general are accountable to the full council for administrative decisions and the implementation of development activities, including expenditure of local resources. The DED is assisted by Heads of Department (HoDs) and Units which are technical arms of the council. Below the council level are the Ward Development Committees (WDCs) (see Local Government [Urban Authorities] Act No 8 of 1982). The WDCs are administrative units responsible for coordinating development activities at the Wards level.

1.3 Background to the problem

Disappointing progress in meeting national goals through centralized processes has induced many countries, especially in the developing world, to think beyond top-down development more seriously than in the past (Ronald & Henry, 2000). Rapid political, economic, demographic, and technological changes have fueled the trend to rely more heavily on lower levels of government for public sector activities i.e. decentralizing activities.

The post-World War II period saw increasing concern about issues of democratization and good governance (Siege, 2000). The term decentralization attracts attention to the community between 1950s as well as the 1960s when British and French colonial administrations prepared colonies for independence by devolving responsibilities for certain programmes to local authorities. Decentralization has emerged as a highly popular strategy for improving public sector efficiency, responsiveness, and accountability in the developing world. According to Braun and Grote (2000), the increase of opportunities for citizen participation and ownership under decentralized systems is also claimed to contribute to social and political stability. For instance Tanzanian Government had local government system modified from one that inherited from colonial rule (Ngwilizi, 2002)

After independence, Tanzania like other developing countries set out ambitious social and human resource development plans, including of programmes generally aimed at eradicating poverty, ignorance and diseases. Then such plan became widely acceptable that ultimately development concerns the welfare of human beings and that a healthy as well as aware population is necessary basis for economic growth (Tibaijuka, 2005). It was during that period Tanzania adopted numerous top-down policies, including socialism, Arusha declaration (1967) most of the plans were made under the assistance from foreigners, but most of them did not achieve the intended goal because all levels of the community were not involved from their inception (Mmari, 2005)

The overt failure of centralized public sector management gave way to economic, fiscal and political crises in the 1970s and 1980s. In 1972 Tanzania opted for abolition of local government all together to emphasize the notion of the single party machine, unitary state, and centralized planning; Centralized administration resulted into economic crisis which engulfed Tanzania for the next ten years in 1972-1982. According to Devas (2005), Mwalimu Julius Nyerere expressed his disappointment and regretted the abolition of local governments in 1972 and the disbanding of co-operatives. Thus, in 1982 the Local Government Act no 7 and 8 were enacted to re-establish the local authorities.

The resulting decline in state resources increased pressure for economic, institutional and political involvement and national unity. Countries like Namibia, South Africa, and Zimbabwe adopted the decentralization policy as a move geared toward dismantling systems of racial segregation and discrimination in the distribution of the national cake (Devas, 2005). The aim was not only to devolve responsibilities, but to eradicate racial imbalances.

Pressure also came from the external donors to establish efficient bureaucracies as a pathway to improve governance and service delivery (during that time many African states were heavily depending on donors funds for their development and for their expenditures). The World Bank and other donor agencies have advocated and even required decentralization in a number of countries in Africa and Asia (World Bank, 2004).

African countries have also succumbed to the pressure of the increasing wave of the urbanization and metropolitanization phenomena. Some ruling groups in Africa have adopted decentralization as a tool to neutralize or seek compromises with local elites with secessionist mentality, and as a solution for political stability. In Mozambique, decentralization was looked at as a process aiming at solving the basic political conflict between FRELIMO and RENAMO and to address the disequilibria that had dominated the society ever since the colonial period (Devas, 2005). The process was somehow linked to the nation building process, with the aim of increasing people's

sentiment of belonging to the state and the nation, 'by becoming owners of democracy.' In Ethiopia, the transitional government of 1991 saw the removal of the centralized governance system as a key to preserving political stability and to ensuring its own legitimacy (Crook, 2003). Decentralization is also often adopted by national level elites as a strategy for mobilizing and maintaining regional power bases (Crook, 2003).

There was also pressure from the globalization phenomenon which compelled many national governments to focus their attention on strategic issues of national socio-economic identity. Swaziland, Botswana, Zimbabwe, and Uganda have tried to bring about decentralization while acknowledging and incorporating traditional leadership. There is now, however, an increasing note of scepticism about the results of decentralization, particularly because of the evident weaknesses of local level democratic processes in so many countries (Olowu *et al.*, 2004; Shah *et al.*, 2004).

The quest for appropriate planning after independence in many African countries resulted in the adoption of decentralization, in the form of a network of development committees, which operated in every administrative unit in the field which was linked to the parent committee or a government ministry at the centre (Oyugi, 2000). These operated in countries such as Tanzania, Kenya, Lesotho, Botswana, and Zambia (Devas, 2004). Between the 1960s and 1980s, decentralization initiatives were undertaken in the context of nation building and accompanied the Structural Adjustment Programs (SAPs) under donor initiative, in countries like Kenya and Malawi, aimed to strengthen citizen participation in decision-making (Devas, 2004). The present wind of democratization and globalization has prompted African countries to adopt political and administrative decentralization (devolution).

During the early 1990s, a Civil Service Reform Program was launched, consisting of six components, including a Local Government Reform component that was initially re-introduced in mainland Tanzania in 1984. The Local Government Reform component with its decentralization by devolution (D-by-D) policy, aimed at decentralizing government functions, responsibilities and resources to Local

Government Authorities (LGAs) and strengthening the capacity of local authorities. The government puts emphasis on communities at all levels to be directly involved in decisions that affect their lives.

The D-by-D policy was initiated in 1996 after being endorsed by the government in the Policy Paper on Local Government Reform. The reforms contained in the policy paper clearly laid out a policy of devolution of functional responsibilities versus the earlier *de facto* deconcentrated approach to governance, which had continued to persist despite the reintroduction of elected local governments. A decision was made in 1996 to give effect to a policy of decentralization by devolution rather than by de-concentration. This is reflected in what has been described as a vision of future LGA which was formulated and endorsed at a National Conference: 16 ‘towards a shared vision for Local Government in Tanzania’ in May 29th-31st, 1996. According to this shared vision, the overall objective was to improve the delivery of services to the public and the main strategy was decentralization. The key contents of the vision summarized in the Local Government Reform Agenda 1996-2000 are:

- i. The main reason for the devolution of the roles and authority of the central government and the existence of the local government will be the latter’s capacity and efficiency in delivering services to the people
- ii. Local government councils will be free to make policy and operational decisions consistent with the laws of the land and government policies without interference by the central government institutions. The role of central government institutions (including the minister, proper officer, and assistant proper officer) will be confined to: facilitation and enabling the local governments in their service provision, development and management of a policy and regulatory framework, monitoring accountability by the local government authorities, financial and performance audit and provision of adequate grants.

The decentralization by devolution policy has put the (LGAs) in charge of delivering social service. The Prime Minister’s Office-Regional Administration and Local

government (PMO-RALG), has the task to monitor / supervise and coordinate their activities, in line with the policies and guidelines of the sectoral Ministries. The D-by-D policy involves substantial transfer of authority, functional responsibilities and resources to Local Governments so as to make them largely autonomous, democratically governed and deriving legitimacy service they deliver to the people. Some of the impact of D-by-D is seen in projects. For example, since the introduction of the Local Government system in the country, notable achievements in the area of primary school education under the Primary Education Development Programme (PEDP) and construction of a secondary school under the Secondary Education Development Programme (SEDP) have been made. The said plans were centrally made and implemented at the local level by involving the local level of the society. However, not all policies which are introduced by the central government proved to be successful. The central government has issued many policies which seem to be not implementable at local level.

1.4 Statement of the Problem

Local Government system Reform of 1996, is used as a driving vehicle of decentralization by devolution (D-by-D) policy to strengthen the local government authorities with the overall objective of improving service delivery to the public (Ngwale, 2005) This was possible through transferring the power of the decision making, functional responsibilities, and resource from central government to local government authority (URT, 2006).

According to Robinson, (2007) many claims are made in favour of decentralization, ranging from the democratizing potential of increased scope for participation and accountability through poverty reduction and improved service delivery. The decision to opt for decentralization by devolution rest principally on a series of assumptions and theoretical justifications that the Locally elected governments will be more responsive to their citizens' preferences when designing service provision and allocating resources; citizens will have a better system for articulating their needs and wants and will be able to hold officials to account for breaches in service; extra finances will also be available to local government via local taxes; Central

government will be willing to devolve full power and responsibility for services to local government; Central government will ensure that local governments have adequate financial resources to ensure excellent service provision and local administrative capacity will be adequate to deliver improved services.

Unfortunately, these assumptions do not appear to hold true in the majority of cases. The general consensus amongst the empirical researches on the impacts of decentralization of service delivery is that there are very few cases where equity or efficiency outcomes have improved as a result of decentralization (Robinson, 2007). In most cases reported from Africa, Asia, and Latin America the quality of public services has either declined or remained unchanged as a consequence of democratic decentralization (Robinson, 2007). The main impression gained from the limited data on the actual impact on service delivery is that decentralization has done little to improve the quantity, quality or equity of public services in the region.

Despite a clear vision of D by D, its implementation requires LGAs to build their capacity in managing personnel and financial resources. Also D by D requires a clear policy framework and commitment by the central government in devolving its power and authorities to LGAs. Unfortunately the issue of capacity building and policy framework have been addressed for several years, but the issue of commitment has been paid little attention in many researches. Thus, this study intended to explore the commitment of central government on the implementation of D by D at local level of the government.

1.5 Research objectives

1.5.1 Main objective

The main research objective of this study was to explore the commitments of central government in the process of implementation of decentralization by devolution at local level of the Government.

1.5.2 Specific objectives

- i. To identify the extent to which Central Government devolves power and responsibility for service delivery to local level of the Government

- ii. To determine and explain the level of participation in decision making processes in the selected wards in Moshi District council.
- iii. To identify the effects of decentralization by devolution at local level in the improvement of service delivery
- iv. To identify which plans (central government or grassroots) is given priorities in case of shortage of funds which may lead to cut down some of the activities

1.6 Research questions

- i. Does the Central government devolve full power and responsibility for services at local level of local government?
- ii. To what extent do villagers participate in the decision making in the selected villages in Moshi district council?
- iii. What is the impact of decentralization by devolution on service delivery at local level of the government?
- iv. Which plans are given priorities in case of shortage of funds which may lead to cut down some activities?

1.7 Significance of the study

It is a partial fulfillment of the requirement for the award of the degree of Masters of Science in Human Resource Management, especially on gaining practical experience to a researcher on social research. The study will furnish a baseline of information for future researchers who will seek information on commitment of central government on the implementation of D-by-D. The results will help to improve the implementation of decentralization by devolution at lower levels of local government.

Shortage of information relating to factors affecting participation to policy makers will be eliminated from these findings. As a result, the study is an important source of information to policy makers and implementers in their attempt to create an

environment for good governance. The study will be a point of reference and a check point to leaders as to what extent are they doing satisfactorily or below the required standards of implementing different reform in local government. The study as well plays an important source of knowledge on citizen's participation behaviour patterns towards decision making processes. Consequently, people will know the legal meetings per year, their roles in the meetings as well as the side effects due to ineffective participation, garbage results being the experience.

1.8 The scope of the study

The research was conducted in Moshi District Council (MDC) and was entered on the assessment of commitment of central government on the implementation of D-by-D at all local levels of the government.

1.9 Limitation of the Study

The use of Case study is not sufficient for making meaningful generalizations to larger social aggregates. The case study method can be used in the evaluation of the current and visible facts of the real world (Gerring 2007). With the help of case study research method, it becomes easy for the researcher to collect contemporary data without assessing behaviour and actual situations (Muijs, 2004). Case study helps the researcher to understand various perspectives of the single problem (Ellinger, Watkins and Marsick 2009). One of the biggest limitations of this kind of research strategy is a generalization of the conclusion, i.e. the results produced are tentative not fix. Also, the generalizing the result from few cases may be dangerous for the research study, as most of the situations are typical in most of the cases (Ellinger, Watkins and Marsick 2009). It is a well known fact that each person has a different outlook towards various events thus result into different outlook for the same problem and finds different solutions. Thus the result might be biased in disclosing some of the research issues or ignored some key facts. Therefore the case study research strategy will not show the actual position of the problem and it is just a photocopy of the original research (Yin 2011). This is clearly supported by the fact that location, infrastructures and social needs availability differs greatly from one village to another and from one council to another.

The observation had been employed in the study, the participant observation narrow his range of observation, for example, if there is a hierarchy of power in the group/community understudy, she comes to occupy one position within it, and thus other avenue of information are closed to her. Reasons for observed behaviour may be unclear (Gold, 1958). Reactive effects may occur when respondents know they are being observed (e.g., people being observed may behave in atypical ways). Investigated effects (Schensul and Le Compte, 1999) (e.g., personal biases and selective perception of observers) Sampling of observed people and settings may be limited (Ratner, 2002). Some settings and content of interest cannot be observed. Collection of unimportant material may be moderately high. The researcher failed to observe a number of meetings at hamlet, council and committee meetings. This was due shortage of time and expenses, hence the generalization is not a unique.

Secondary data were among the useful means, as well, the data available may not meet our specific research needs and the definition adopted by those who collected data may be different, unit of measure may not match and time periods may also be different. Data also may be not accurate as desired and to access their accuracy, we must know how the data were collected. Access to some types of content is limited. May not provide insight into participants' personal thinking for physical data, may not apply to general populations. Inappropriateness of the data; data collected by one (primary data) is collected with a concrete idea in mind. In this sense, secondary data sources may provide you with a vast amount of information, but quantity is not synonymous of appropriateness. This is simply because it has been collected to answer a different research question or objectives. (Denscombe, 2007). The inappropriateness may be, for instance, because of the data was collected many years ago, the information refers to an entire country when one aims to study a specific region, or the opposite, one aims to study an entire country but the information is given in a region wide. According to Saunders (2009), there are two possible ways to be taken when Secondary Data is not appropriate: 1) answering your research question partially with the subsequent lack of validity; 2) you need to find an alternative technique of data collection, such as survey or interviews. Empirically,

secondary data from village meetings were not properly filled and serially arranged, thus it was difficult to draw conclusions using such data.

Unwillingness of respondents in the study and poor means of communications were experienced.

CHAPTER TWO

LITERATURE REVIEW

2.1 Overview of the chapter

In this chapter, literature is reviewed as provided by different authors concerning the various aspects of decentralization, devolution, deconcentration and related literature are presented. This chapter is divided into; theoretical framework, definition of the terms, conceptual framework and research gap.

2.2 Theoretical literature review

Countries across the globe have opted for a decentralized policy for diverse reasons. For Tanzania, the aim was to bring government closer to the people since in a decentralized system the decisions about resource allocation and services should be more responsive to local needs, usually because local people can be directly involved in decision making or indirectly it can be narrated that decentralization by devolution means the transfer of authority, power, functional responsibilities, and resources for all Local Government levels. This is geared towards making them largely autonomous, democratically governed and deriving legitimacy through the service they deliver to people in accordance to the grassroots level dwellers' priorities as communicated to government decision-makers. From the definition it can be reiterated that the focus of the law and regulations governing decentralization by devolution focused on *Mtaa* level (in case of urban authority) and village (in case of rural authority) due to the fact that these are the lowest level of authorities within the structure of local government, hence making it possible for the participation of the people at the grassroots.

It should be noted at the outset that decentralization is not so much a theory as it is a common and variable practice in most countries to achieve primarily a diverse array of governance and public sector management reform objectives. In fact, a quick review of the literature shows that there is no common definition or understanding of decentralization, although much work has gone into exploring its differing

applications. Decentralization means different things to different people, and it is primarily a function of the application, as will be seen in the following:-

Decentralization, or decentralizing governance, refers to the restructuring or reorganization of authority so that there is a system of co-responsibility between institutions of governance at the central, regional and local levels, according to the principle of subsidiarity, thus increasing the overall quality and effectiveness of the system of governance, while increasing the authority and capacities of sub-national levels. Decentralization could also be expected to contribute to key elements of good governance, such as increasing people's opportunities for participation in economic, social and political decisions; assisting in developing people's capacities; and enhancing government responsiveness, transparency and accountability (UNDP, 1997).

While decentralization or decentralizing governance should not be seen as an end in itself, it can be a means for creating more open, responsive, and effective local government and for enhancing representational systems of community-level decision making. By allowing local communities and regional entities to manage their own affairs, and through facilitating closer contact between central and local authorities, effective systems of local governance enable responses to people's needs and priorities to be heard, thereby ensuring that government interventions meet a variety of social needs. The implementation of SHD strategies is therefore increasing to require decentralized, local, participatory processes to identify and address priority objectives for poverty reduction, employment creation, gender equity, and environmental regeneration (UNDP, 1998).

2.3 Decentralization concept

The term decentralization, embraces a variety of concepts which must be carefully analysed in any particular country before determining if project or programs should support reorganization of financial, administrative, or service delivery systems. Decentralization; the transfer of authority and responsibilities for public functions of the central government to subordinate or quasi-independent government

organizations and / or the private sector is a complex multifaceted concept. Delegation to governments within a state and the delegation to offices within a large-scale organization are often referred to as devolution and deconcentration, respectively Willy, (2010). According to Heady (1996), *decentralization* and *centralization* refer to the extent to which authority is either passed down to lower organization levels or retained at the top. The greater the degree of delegated authority, the more decentralized the system is. The Tanzanian Local Government system is based on political devolution and decentralization of functional responsibilities, powers and resources from central government to local government and from higher levels of local government to lower levels of local government and overall empower the people to have ultimate control over their welfare. The Founding provision of the Constitution of the United Republic of Tanzania recognizes local government as autonomous bodies with legal status (corporate bodies) operating with discretionary powers over local affairs within the unitary system of the Republic of Tanzania. Tanzania is a sovereign united republic and a democratic state which adheres to multiparty democracy and social justice and the local government system is designed as shaped to be in line with this national philosophy.

Different type of decentralization should be distinguished because they have different characteristics, policy implications and conditions for success Willy, (2010)). Also Warioba (1999) pointed out that decentralization refers to those tasks and activities which are not done or executed from the centre. Warioba, (1999) proceeded by pointed out that decentralization is divided into two: (a) Deconcentration and (b) Devolution.

2.3.1 Types of decentralization

Types of decentralization include political, administrative, fiscal, and market decentralization. Drawing distinctions between these various concepts is useful for highlighting the many dimensions to successful decentralization and the need for coordination among them. Nevertheless, there is a clearly overlap in defining any of these terms and precise definitions are not important as the need for a comprehensive

approach. These types can also appear, in different forms and combinations across countries, within countries and even within sectors.

2.3.1.1 Political decentralization

This aims to give citizens or their elected representatives more power in public decision making. It is often associated with pluralistic politics and representative government, but it can also support democratization by giving citizens, their representatives more influence in the formulation and implementation of policies. Advocates of political decentralization assume that decisions made with greater participation will be better informed and more relevant to diverse interests in society than those made only by national political authorities. The concept implies that the selection of representatives from local electoral jurisdictions allows citizens to know better their political representatives and allows elected officials to know better the needs and desires of their constituents. Political decentralization often requires constitutional or statutory reforms, the development of pluralistic political parties, the strengthening of legislatures, creation of local political units and the encouragement of effective public interest groups.

2.3.1.2 Administrative Decentralization

Administrative decentralization seeks to redistribute authority, responsibility and financial resources for providing public service among different levels of government. It is the transfer of responsibility for the planning, financing and management of certain public functions of the central government agencies, subordinate units or levels of government agencies, subordinate units or levels of government, semi-autonomous public authorities or corporations, regional or functional authorities Fisher, (2008).

Whilst some of the weaknesses in administrative capacity can be attributed to generally low

Levels of education and training, some authors believe that central governments often deliberately seek to maintain low administrative capacity by not training local counterparts adequately or by not transferring adequate funds to either recruit suitable staff or train up existing personnel. It is important to note that central

governments often have little political incentive to improve poor administrative capacity at the local level as it allows them to continue operating control, and can be used as a smokescreen for not fully devolving power.

Central government can also make unnecessarily onerous administrative requirements of local government as a way of retaining a measure of control. The major function of administrative decentralization is deconcentration, delegation, and devolution each has different characteristics.

Deconcentration - refers to the delegation of authority from the central government to the field units of the same central government department, that is giving decision making power of civil servants in the regions, districts or/ and village (Ibid). This form of decentralization is sometimes referred to as administrative decentralization (Warioba, 1999). It is the delegation of authority from the higher to lower echelons within the bureaucracy, taken as a basis for development and change.

Decentralization, which is often considered to be the weakest form of decentralization and used most frequently in unitary states redistributes decision making authority and financial and management responsibilities among different levels of the central government. It can merely shift responsibilities from central government officials in the capital city to those working in regions, provinces or districts or it can create strong field administrative capacity under the supervision of central government ministries.

Devolution - refers to transfer of decision making power and much policy making power (especially development and social service policy) to elect local representative authorities or units or two autonomous public enterprises (Warioba, 1999). Fisher (2008), meaningful devolution relocates not only administrative functions, but also the power to make decisions and set objectives. However, decentralization policies are part of vigorous initiatives to support rural development (Fisher, 2008). This model of decentralization is sometimes referred to as political decentralization. Devolution usually transfers responsibilities for services to municipalities that elect their own mayors and councils, raise their own revenues, and have independent

authority to make investment decision. In a devolved system, local governments have clear and legally recognized geographical boundaries over which they experience the authority and within which they perform public functions.

Devolved local authorities have the power to make laws of local nature and raise revenue needed to meet development with very minimum interference from the centre. Although most authors seem to link devolution with the transfer of power to the local authorities, yet what happened in Tanzania is the transfer of authority from the central government to the local government, enabling the later to pursue all matters regarding social, economical and political development which was formerly being done by the central government (Heady,1996). For example, before devolution the mandates to determine the collection of revenue on various agricultural products were vested in the central government, but after the reforms which paved a way for devolution the mandate has been shifted to the local government authority up to the village level.

Delegation- Delegation is more extensive from decentralization. Through delegation central government transfer responsibilities for decision making and administration of public function to semi-autonomous organization not wholly controlled by the central government, but ultimately accountable to it (Warioba, 1999). Government delegate responsibilities when they create public enterprises or corporations, housing authorities, transportation authorities, special service districts, regional corporations, or special project implementation units.

2.3.1.3 Fiscal decentralization

Fiscal responsibility is a core component of decentralization. If local government and private organizations are to carry out decentralization functions effectively, they must have an adequate level of revenues, either raised locally or transferred from the central government as far as the authority to make decisions about expenditures (Willy, 2010). Fiscal decentralization can take many forms, including self-financing or cost recovery through user charges, co-financing production arrangements through which the users participate in providing services and infrastructure through monetary

or labour contributions; expansion of local revenues through property or sales taxes, or indirect charges; intergovernmental transfer that shift general revenues from taxes collected by the central government to local governments for general or specific uses and authorization of municipal borrowing and the mobilization of either national or local governments or administrative units possess the legal authority to impose taxes, but the tax base is so weak and the dependence on central government subsidies so ingrained that no attempt is made to made to exercise that authority.

The only undisputed fact is that local governments often have to operate in severely resource constrained environments, which hinders their ability to improve service delivery. This may be because central government is financially constrained itself, or it may be that local government is kept purposely under-resourced as a political strategy to enable the centre to retain control. Local governments are mainly reliant for funding on central government transfers. Ahmed *et al* cite evidence from India that even when transfers are supposed to be formula-driven they are still subject to political influence. They comment that ‘resource distribution across sub-national governments cannot be explained by efficiency and equity considerations alone... political variables representing the incentives of central political agents are additional and significant determinants.

2.3.1.4 Economic or market decentralization

The most complete form of decentralization from a government’s perspective is privatization and deregulation because they shift responsibility functions from the public to the private sector. Privatization and deregulation are usually, but not always accompanied by economic liberalization and market development policies. They allow functions that had been primarily or exclusively the responsibilities of the government to be carried out by business, community groups, cooperatives, private, voluntary associations and other non-government organizations Willy, (2010).

Decentralization can take many forms but is not commonly distinguished by extent of control over specific types of administrative responsibilities, political or fiscal. In most developing country service delivery, decentralization usually involves

devolution of some administrative functions to lower levels of the government or local branches of national governments. These administrative functions often include control over personnel, supplies and equipments, hiring staff, purchasing and ordering and delivering services. For example, service delivery directly impacts upon economic growth in multiple ways, by providing services to business premises, by educating people in business related activities, by ensuring the health of the workforce etc. As seen above, it is difficult enough to ascertain whether and how decentralisation has impacted service delivery, without also trying to then analyze how service delivery has impacted economic growth. There are many other factors, besides service provision which also indirectly impact on economic growth.

2.4 Local Government Authorities

The LGA in Tanzania consists of a number of departments that are currently approximated to fourteen (14) including Administration, Finance, Planning; Primary and Secondary Education; Water; Community Development; Health; Agriculture and Cooperative. They also include several sections such as legal; procurement and internal auditing.

Local Government Authorities have both political and economic purposes. Politically, Local Government Authorities being the levels of governments closest to the people are suitably situated to provide a way for ordinary citizens to have a say in how their communities are governed. Local Governments provide opportunities for democratic participation of citizens in matters that affect them directly. They facilitate closer interaction between citizens and elected representatives.

Economically, Local Government Authorities provide basic services that affect people in their area of jurisdiction. Being close to the people, Local Government Authorities are supposed to know better the needs of the local area, not only what the people can contribute, but also how to engage them in development activities.

2.5 The Local government and its reforms

The mandate for the establishment of Local Government Authorities is derived from the Constitution of United Republic of Tanzania, Acts of Parliament, and

government policy (URT, 2000). Section 145 (1) of the Constitution of United Republic of Tanzania stipulates that local government authorities should be established in each region, district, urban area and village of the united Republic, which shall be of the type and designation, prescribed by law to be enacted by parliament or house of representatives.

According to article 146 (1) of the constitution of United Republic of Tanzania, the purpose of having local government authorities is to transfer authority to the people. Local government authorities have been given power to participate and involve the people in the planning and implementation of development programmes within the respective areas and generally through the country. Every local government authority has a constitutional mandate and obligation (Mmari, 2005). To perform function of local government in its area, to ensure enforcement of law and public safety of the people and to consolidate democracy within its area as well as applied it to accelerate development of people.

Moreover Local Government Authorities are also governed by the Local Government Laws and Principal Legislation (Revised, 2000) which comprise the following :- District Authorities Act number 7 of 1982, urban Authorities Act number 8 of 1982, Local Government Act number 9 of 1982, Local Government Negotiation Machinery Act number 11of 1982, Local Government Service Act, the urban authority Act of 1983, the Local Government authorities Act of 1968 and the Regional Administration Act number 19 of 1977.

On the basis of the constitution mentioned parliamentary states and reforms aim at improving service delivery. The overriding principle in the reform process is to redefine roles of central and sectoral ministries to be confined to policy making, regulation, monitoring and performance assessment and intervention so as to ensure legality of public service provision (URT, 1999) and actual implementation to be in the hands of local government organizations and the private sector.

2.6 Local authorities' powers: Decision making legal framework

The powers of the local government are contained in the statutes. That is local government has to operate within the legal limits as provided by statutes (Ola, 1984). In Tanzania, local government authorities are the institutions through which citizens at local level can participate in the decision making process. The local authorities' decision making legal instruments are full council at the district level and village assemblies at village level. The legal framework provides the opportunity for the full council to delegate some of its powers to the district council standing committees; likewise, the village assembly can delegate some of its powers to the village council (Warioba, 1999). There are four official levels of participation in Tanzania. The "hamlet" (kitongoji) is the lowest level in rural areas. The "village" (Kijiji), or in urban areas the "street" (mtaa), is the second level. The next level up is the Ward Development Committee (WDC), and above it in Tanzania Mainland is the district, municipal, or city council. Council members consist of the elected councillors, and also MPs representing constituencies in the council area. Councils use a committee system of governance. Committees include Finance and Administration (the most powerful), Health, Education, and Urban and Environmental Issues. Citizens can attend full council meetings, but not committee meetings. During the one-party state period from 1965 to 1992, citizen participation was compulsory, with fines imposed for non-attendance at village projects and meetings (Maro, 1990;). Participation in work by offering suggestions and joining in decisions was very important to employees. In this study, the level of participation that employees felt predicted their level of organizational commitment. Analysis of employee comments supported the statistical findings (Mawhood, 1983).

Article 145 and 146 of the CURT of 1977, provides for the establishment of local authorities in the United Republic of Tanzania. The purpose for their establishment is to transfer the authority of the people and grant them the right and powers to participate in planning and implementing of their development programmes in their respective area. To operationalize these articles of the URT Constitution, local

authorities in Tanzania are established under the Local Government (District Authorities) Act No. 7 and Local Government (Urban Authorities) Act No. 8 both of 1982. Local government (District Authorities) Act No. 7 of 1982 section 23-26 provides for the establishment of village authorities and powers to make various decisions pertaining to the village affairs are vested to the village assemblies and village councils.

2.7 Levels of decentralization in Tanzania

2.7.1 President's Office – Regional Administration and Local Government (PO – RALG)

The role of PO-RALG is to oversee the decentralization of government functions to local levels, including the evolution, progressive development and perpetuation of local government institutions geared and devoted to the pursuance of the meaningful involvement and participation by the people in the making of a decision on matters affecting or connected with their livelihood. It provides technical support and guidance to the Regional Secretariats and Local Government Authorities (LGAs). At national level it monitors, evaluates and coordinates service delivery, making the adequate supply of personnel trained, skilled or qualified to work in various sectors.

2.7.2 Regional secretariats

The Regional Commissioner's office is charged with assisting Local Government

2.7.3 District/Urban authority level

The LGAs assumes full responsibility for the management and delivery of all social services within its boundaries, council level planning management and strengthening monitoring capacity. According to the Tanzanian local government laws, section 105 and 106 of Cap 287, revised edition 2002, citizen's participation in the decision making process at the village level as the factor of decentralization is arranged in the following levels:

2.7.4 The Village assembly

The Local Government Law (District Authorities Act) Cap. 287, Revised Edition of 2002 stipulates that the village Assembly is the supreme authority on all matters of general policy making in relation to the affairs of the village.

Section 55-56 of the same law provides that a village assembly will be composed of ordinary residents who have attained the apparent age of eighteen years. Basing on the Good Governance Guideline at the village or street level by PMO-RAG (URT) the schedule for village assembly has to take in every three months (4 times per year) whereas the minimum column for proper village assembly is 20% of all eligible residents. Among the responsibilities of village assembly is to receive the council's implementation reports and make decision on matters sent before it. As well, it has the duty to weigh the performance of councils and make a decision whether to remove it or retain. In this manner, citizen attendance and participation in such meetings entail effective participation in the decision making process.

2.7.5 Village council level

In accordance with the village government structure as outlined by Local Government Law (District Authority Act) Cap. 287 revisions of 2002, the village council are the executive body above the hamlet and bellow village assembly. As stipulated in section 55-56 of the same law, members of the village council are supposed to have an age of 21 years and above and include village chairpersons, hamlet chairpersons, and women not more than 1/3 of all members. While village assembly acts as a parliament, the village council acts as the executive. The village chairperson is the head of the village council while the Village Executives Officer is a secretary of the village council.

2.7.6 Hamlet level (Kitongoji)

District authorities) Act no. 7 of 1982 provides that a village should have five hamlets each with fifty households. Each hamlet is headed by a hamlet chairperson who by virtue of his position is becoming a direct member of the village council. Hamlets are the most underground administrative units at the village level. This is

the level embraced with major subjects (the villagers) in agenda formation and beneficiaries in the village decision making process.

Likewise, the Good governance guideline at the village or street level by PMO-RALG (URT, 2009) hamlets meetings have to seat at least more than once per month for proper functioning of the village government. Thus, in order to get citizens views and opinions right from the ground level. Hamlet chairperson has to represent the villagers' views and opinions to the village assembly and village Council meetings. That means, village councils and village assemblies have to be enriched by citizen opinions in one hand and the citizens have the rights to get feedback, adequately on day to day undertakings of the village council through hamlet chairperson. Hamlet meeting is one form of direct democracy expressions at the ground level.

2.7.7 Commitment

Before discussing its implications for employees, it is important to clarify what we mean by commitment and to identify its different forms and foci. Over the years, commitment has been conceptualized in various ways and view commitment as “a force that binds an individual to a target (social or non-social) and to a course of action of relevance to that target” (Meyer, Becker, & Van Dick, 2006). This binding force can be experienced in different ways (i.e., can be accompanied by different mindsets), including: an affective attachment and involvement with the target, a felt obligation to the target, and an awareness of the costs associated with discontinuing involvement with the target. In their pure forms, these mindsets are referred to as affective normative, and continuance commitment, respectively.

Another important development in commitment research has been the increase in attention given to other workplace commitments, including commitments to other organizations (e.g., professions and unions; people e.g., supervisors and teams; (Becker, 2009), and actions (e.g., goals and Programs; (Neubert & Wu, 2009). These commitments have all been found to have outcomes of relevance to the target and, in many cases, to the organization as a whole. Only a few studies have addressed the

implications of these other commitments for employee well-being, but these are included in our review where relevant.

Current research concerning employee commitment highlights the pitfalls of viewing commitment as a one-dimensional construct that can be enhanced by a particular human resource policy. This assumes that a particular practice, for example offering flexible working arrangements or more training, will have a significant and beneficial effect on employee commitment. Unfortunately, in practice it is not that simple because there is no single solution. All employees' wants and needs cannot be addressed by a single policy. What is now apparent is that, as long as the organisation has been able to attract the right sort of employees and has provided a suitable work environment, employee commitment will be largely influenced by the interactions that occur between colleagues and with their immediate and senior managers. The relationship between the organization and the employee, therefore, should be considered as being no different from any other type of relationship. Commitment is complex and continuous, and
Require employers to discover ways of enhancing the work life of their employees.

2.8 Empirical Literature Review

According to the study done by Shukuru (2006) in his study conducted at Mgongo District in Uganda, it was found that the link between decentralization and poverty reduction was not so direct in the district. However Shukuru (2006) did not disclose the reasons for the absence of such a direct relationship. According to the research done by (REPOA, 2005) in Ilala, Kilosa, Moshi and Moshi council, whose findings revealed that bottom-up planning differed from one council to another. In most cases, it was undertaken by a few experts who did not reach people. Hence, they considered it to top down rather than the bottom – up. But interviewed council officials in the study come up with their view that button-up planning was only possible if the grassroots Government had money and expertise.

Also a study done by Gilson, 1994 aim at evaluation of the decentralization process by district Healthy Management Teams (DHMT) reflects the fact that

decentralization is still far from complete. Most DHMT reports that decentralization has not yet started in their districts, a response that may reflect a disparate understanding of how decentralization has been defined. Most district reports that they participate in the planning of healthy activities but most districts also report only limited fiscal control over resources. These findings regarding limited fiscal control, in fact, are similar to those found in an evaluation of decentralization in Tanzania performed nearly a decade ago. In aspects not related to fiscal decentralization, there was a greater evidence of the potential benefits of decentralization.

Another study reported by MAQ Paper, 2002 reveal that, some decision- making authority must be decentralized for supportive supervision to work. Frontline supervisors must be empowered to make some decisions to solve problems and implement changes in the management and design of services.

2.9 Research Gap

Theoretical and empirical, evidence from the presented studies shows some of effects of decentralization as it has been documented shows mixed feelings to different authors. The findings of the study conducted by REPOA (2002) revealed that the magnitude of implementation of bottom-up planning in the studied councils deferred from one council to another. Also, in most cases, it was undertaken by a few experts who did not reach people, hence they consider it to be top-down rather than the bottom- up. This study did not mention the level of commitment in local government authority to those who undertaking it.

Furthermore, the contribution of the policy towards solving socioeconomic problems at the grassroots by involving the local level of the government was not clearly indicated. To bridge the gap this study is intended to bring up the level of commitment to the local government authority. Also the study is intended to come up with ways to improve service delivery.

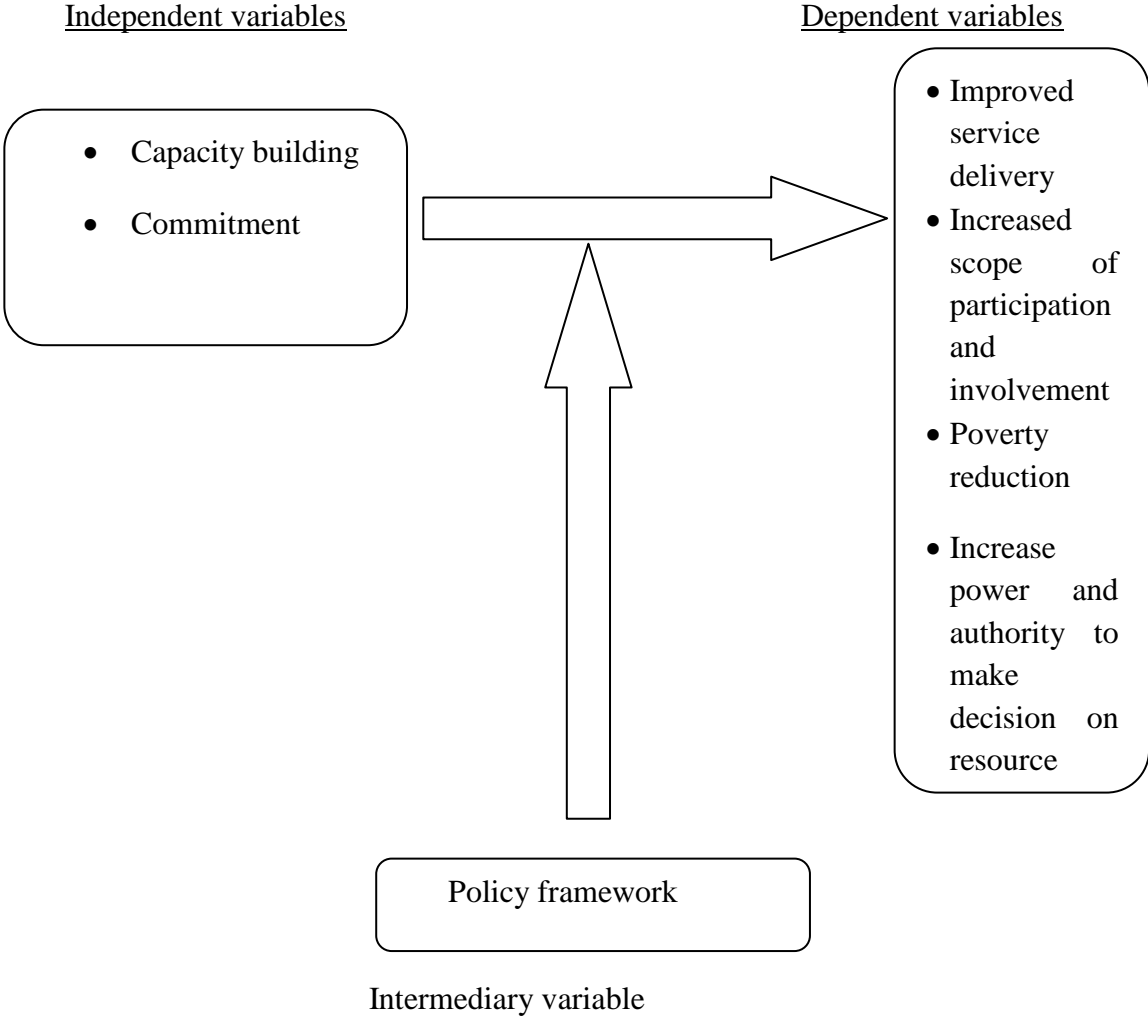
2.10 Conceptual framework

The purpose of D-by-D policy is to contribute to the national goal of reducing poverty by improving service delivery in the key areas, such as health, water,

agriculture, roads and education. The decision for instituting the policy came out as government efforts to provide room for people to participate in decision making for their development. Also, it meant to strengthen local authorities be greatly accountable to the people they serve.

With real devolution, those to whom responsibilities are devolved should be allowed to make a real input in setting up objectives rather than being expected to meet objectives set by other (Fisher, 2007). Also, it is said that decentralization opened a channel for rural dweller to communicate their priorities to government decision makers and in some cases, improved community – government relationship. Therefore, Government commitment to D by D be essential to the success of the local government reform process. The way needs to be paved by dialogue and agreement on roles and responsibilities among the key actors. It is essential that the programme contains mechanisms that can ensure that D by D will be understood and adopted by all. PMO-RALG will need the clear mandate, capacity and means to ensure D by D is embedded in all central and sector ministries. This includes clarifying the relationship with the regional level, and on the role, mandate and authority of the Regional Administrations, (RAs). This requires backing and strong support from the highest levels of government. It is also essential to clarify the processes and activities to be devolved to what level of government based on the subsidiary principle.

Figure 2.1 Conceptual framework of D by D



Source: researcher 2015

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 Introduction

This chapter describes the research methods applied in collecting data for the study. It comprises the research design, area of the study, sample and sampling procedures, data collection techniques, data processing and analysis plan.

3.2 Research design

Research design implies a plan, structure and strategy of investigation conceived so as to obtain answers to research questions (Kumar, 2002). Selltiz, Wrightsman & Cook (1976) define research design as the arrangement of conditions for the collection and analysis of data in a manner that aims to combine relevance to the research purpose with the economy in procedure. The objective of research design is to plan, structure and execute the selected research project in such a way that the validity of the findings are maximized (Mouton & Marais, 1996).

It is a plan on how a study will be conducted or a detailed outline of how an investigation will take place (Msabila and Nalaila, 2013). Research design is also defined by Kothari (1990) as the detailed blueprint used to guide a research study towards its objectives. It is a detailed plan of work to be done to achieve the research objectives. This study employed a case study design.

According to Chamwali, (2007) a case study was used to describe a unit in detail (when, how, and why questions are being imposed when the investigation has no control over events and when the focus is on a contemporary phenomena within some real life context). The case study design refers to a popular form of qualitative analysis and it involves a careful as well as complete observation of a unit (Kothari, 2006). A case study approach entails an investigation that seeks to describe in detail a unified context (Msabila and Nalaila, 2013).

The rationale for adopting this type of research design was based on the fact that the study aims at giving a comprehensive description and analysis of the situation of

commitment to the implementation of D-by-D at Moshi district. This design was chosen due to its flexibility in terms of data collection and analysis tools, also due to its depth and breadths of the study variables. Moreover the budget constraints made the case study approach more appropriate for the study since the study focus to a single case. Garavetter and Forzano, (2009) went on to note that using a case study design certainly keeps the researcher's costs to the minimum and that data can be collected first- hand and in- depth while the researcher is attached in the organization of the study.

3.3 Area of the study

A study area is an area or place where a research explores to obtain the findings (Manson, 1996). The study was carried out by the Moshi District Council at Kilimanjaro. Kilimanjaro region is located in the northeastern part of Tanzania Mainland. The region has a common border with Kenya in the north, to the southeast it shares borders with Tanga region; to the south and west the region borders with Arusha region.

The choice of the council was influenced by the following considerations: the place provided an enormous possibility for obtaining the required data because of presence of key people, the familiarity of the place to the researcher which facilitated the data collection process in terms of relatively easy access to key people and to minimize the cost of data collection. Mason, (1996) and Silverman, (2006) advise researchers to avoid the place that provides no possibility for access of data.

3.4 Targeted Population

Population defined as the total collection of elements about which we wish to make some inferences (Cooper and Schindler, 2006) a population can be small or large depending upon the size of the group of persons or objects which the researcher planned to make reference. The population of the study in this case included employees at the Moshi District Council.

Table 3.1 Targeted Populations

S/No	Department	Number of employees
1	District Director	1
2	District Planning Officer	3
3	District Treasurer	2
4	Human Resource Officer	5
5	District Engineer	1
6	District Education Officer	2
7	Community Development Officer	1
8	Ward, Executive Officer	7
9	Other Ordinary Employees	34
	Total	64

Source; Research 2015

3.5 Sample and sampling technique

3.5.1 Sample size

A sample size is a sum of a part of a population which is studied in order to make inference about the whole population (Manheim, 1977). According to Kothari (1990), a sample is a group of respondents drawn from a population in which the researcher is interested in collecting information and drawing conclusion. However, it may be difficult for the researches to study the entire population for the reasons of size, time, cost or inaccessibility. Dealing with small amount or a part of the population (sample) has always offered a higher degree of accuracy than dealing with the whole population.

The sample size selected in this study was 47 respondents. The selection of this sample has considered the nature of jobs and distribution of workers in the departments. The sample included the District Director, 2 Planning Officers, 2 Treasurers, 1 District Engineer, Community Development Officer, 3 Human Resource Officers, 2 Education Officers, 1Ward Executive Officer, and 38 ordinary employees. The sample was not huge neither small and was certainly served the purpose of this study as shown in the table below.

Table 3.2 Sample size

S/No	Department	Sample size	Method used
1	District Director	1	interview
2	Planning Officers	2	Interview
3	Treasurers	2	Interview
4	Human Resource Officers	3	Interview
5	District Engineer	1	Interview
6	Education Officer	2	Interview
7	Community Development Officer	1	Interview
8	Ward Executive Officer	1	Interview
9	Other Ordinary Employees	34	Questionnaire
	Total	47	

Source; research 2015

3.5.2 Sampling techniques

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

Purposive sampling was used when the researcher purposely targets a group of people believed to be reliable for the study. The power of purposive sampling lies in selecting information rich cases for in-depth analysis related to the central issue being studied (Kombo and Tromp, 2006). In this technique, only those respondents who met the purpose of the study were picked. These comprised the key or resourceful people by virtue of their position, who were more likely to have information about the study.

3.6 Data collection techniques

This section describes methods used to collect data. The study employed the triangulation approach whereby primary and secondary sources of evidence were used as described below.

3.6.1 Primary source

Primary data refers to data that is first hand, collected by the investigator him/herself (Krishnaswami, 2003). The sources of primary data in this study included interviews and questionnaire, and observation. These methods are clarified below;

3.6.1.1 Observation

Krishnaswami, (2002), defined observation as a systematic viewing of a specific phenomenon in its proper setting for the specific purpose of gathering data for a particular study. This helps to experience a situation at the first hand and this may give you better insight when you interpret the data the observer can understand the emotional reactions of the observed group, and get a deeper insight of their experiences, needs less active cooperation between researcher and respondent and it is suitable for respond with non verbal ability. Observation is the most obvious method of data collection, an accurate record of what people do and say in real-life situations (White, 2002). The method is appropriate due to its advantages, it is cheap, and it does not need complex technology.

Observation was employed in studying non-verbal actions on casual phenomena, especially during village general meetings as they occur in real life situations. Gay (2009) emphasized that observation aims at understanding the natural environment as lived by the participants, without altering or manipulating it. The researcher went to the field physically; while distributing the self administered questionnaires and interviewing respondents, purposely was observing the effect of D-by-D. The researcher observed if there are renovation activities and development projects which were going on there and if employees and other people were involved from the initial stage. Some settings and content of interest were not observed. The researcher for

instance, failed to observe a number of meetings at hamlet, council and committee meetings. This was due shortage of time and expenses, hence the generalization is not a unique.

3.6.3 Interview

The interview is the method of collecting data in which selected participants are asked questions in order to find out what they do, think or feel (Bill, 2000). Interviews make it easy to compare answers and may be face to face, voice to voice or screen to screen, conducted with individual or group of individuals. Interview according to Gay (2009) is a purposeful interaction in which one person obtains information from the other. It allows the researcher obtains the data that cannot be captured by observation alone, although pairing observation and interview provides a valuable way for complementary data. Furthermore, it provides opportunity for a researcher to know how each respondent feels about a particular issue.

Interview was employed in this study because it enabled the researcher to understand the inner feelings of respondents about a concept during the face to face conversation and allowed the interviewee to expose more information during the conversation; hence, valid and reliable information was collected. As indicated in table 3.3 the following categories were selected into interview sample: District Director, District Planning Officer, District Treasurer, District Engineer, Human Resource Officer, Education Officer, Community Development Officer, and Ward Executive Officer. This method was used to collect primary data from head of departments. Conversations were conducted by researcher together with respondents in order to get the information necessary for the study. Also guided question was used whereby the researcher inquired the respondents to give information related to the topic.

3.6.4 Questionnaires

According to Mugenda and Mugenda (2003), questionnaire is a series of questions asked to individuals to obtain statistically useful information about a given topic. Questionnaires are used to obtain important information about the popular.

Questionnaires were employed to capture primary data from the 34 ordinary employees. A researcher had to prepare a valid questionnaire in attractive print fonts, careful proofread before distribution, not too long with necessary questions, and the one allowing a room for personal comments or opinions. This is because questionnaires can easily be administered to big number of people, removes business and permits freedom of opinions (Gay, 2009). The questionnaires were prepared in English language to suit technocrats and public education institutions, whereas Kiswahili version served the rest. Mishra, (2008), expresses that, questionnaire method has two formats that are open-ended, in which the respondent is free to write whatever answers he or she considers appropriate containing no fixed alternative categories of answers or responses and closed-ended question format that limits respondents with a list of answer choices from which they must choose to answer the question. However, both open and closed-ended questions were included in the questionnaires; the closed ended questions were used in the questionnaires in order to make the respondents use less time to provide their response.

These questionnaires were administered by the researcher for the purpose of explaining to the respondents the purpose of the research and receive appropriate and reliable information from the respondents. In this method, questionnaire with open and close-ended questions was distributed to the 34 respondents from selected departments and selected individual members of staff to seek their opinion. However only 29 questionnaires were filled and returned whereby the other 5 respondent failed to return the questionnaires due to insufficient time to respond to questions and some of them misplaced the questionnaire. In order to bridge the gap of unreturned questionnaires, the researcher used interview.

3.6.5 Secondary Data Collection Methods

Secondary data is about the use of data collected and recorded by other people. It is a cheap source of data for the research uses the ready-made data (Kothari, 2004). The researcher collected secondary data in various types of records or documents, including archival documents, journals, and meeting minutes. Relevant documents such as documents related to decentralization by devolution, meeting minutes was

examined to extract useful information to the study mainly from literature review and additional information to the findings. This consists of readily available compendium and already compiled statements and reports whose data may be used by researchers for their studies, e.g. census reports, annual reports, report of a Government Department and Annual report (Gay, 2009). This consists of published reports and unpublished reports.

Secondary data used for reference purposes, as a benchmark against which the finding of the research may be tested and may be used as a sole source of information for a research project Krishnaswami, (2002). Awareness also placed when using such information because some of them might be obtained from unreliable sources and may eventually provide the researcher with inaccuracy, thus a consideration was put into fundamental questions such as what type of data the researcher provided, who collected them and what were their purposes.

3.7 Data analysis plan

Data analysis is the process involving a number of closely related operations that are performed with the purpose of summarizing the collected data and organising them in such a manner that they will yield answers to the research questions (Kumar, 2002). In the analysis of data, the Statistical Package for the Social Science (SPSS) used for the computation of data and updating periodically any new or improved procedure that was added to the system. Andy, (2009) defines SPSS as a Windows based program that can be used to perform data entry and analysis and to create tables and graphs. SPSS is capable of handling large amounts of data and can perform all of the analyses covered in the text and much more. It is the most common program used in Social Sciences and in the business world today. However, the ability of this program to embark and work on the large amount of data and performing analysis has been a motive for my selection and use of this program during an analysis of the obtained data.

The qualitative data analyzed through content analysis from the point of interaction between the researcher and the respondent. The analysis entails the use of direct

quotes with a view to capturing the respondents' own talk and experiences. In data processing, the researcher assesses trustworthiness of the data by making cross checking on the information obtained from secondary data and primary data. The information collected enable the researcher to interpret the research questions and fulfill the study objectives from which the conclusion and recommendation was drawn. SPSS helped the researcher to determine the validity of collecting data; each item was thoroughly and repeatedly analyzed. This has been done purposely to check for inconsistencies and finally adjust them accordingly. The item was edited and presented in simplified form, tables and percentages for easy analysis.

CHAPTER FOUR

PRESENTATION AND DISCUSSION OF THE FINDINGS

4.1 Introduction

This chapter presents and discusses the results of the analysis of the data obtained from the field. The chapter is organized into three parts: the first part presents the findings on Response rate. The second part presents the results and analysis with respect to the research objectives and attempt to answer the associated research questions set out in the introductory chapter. Data collection was done using interview, questionnaire and documentary review. This study covered 47 respondents. Data analysis was done using content analysis technique as well as SPSS.

4.2 Response Rate

The study intended to cover 47 respondents. The targeted respondents were HoDs, VEOs, WEOs and other ordinary employees. Among the respondent 34 respondents were covered through questionnaires and 13 respondents were covered through the interview. The researcher, distributed 41 questionnaires, but only 34 were filled and returned. 7 questionnaires were not returned and the reasons behind this were insufficient time to respond and some of them misplaced the questionnaire, thus the researcher used interview to cover the gap of unreturned questionnaire.

4.3 Findings of the study

This section presents and discusses the analysis of the data obtained in the field. The findings of this study are organized and presented basing on the study objectives which aimed to;

- i. To identify the extent to which Central Government devolves full power and responsibility for service delivery to local level of the Government
- ii. To determine and explain the level of participation in decision making processes in the selected wards in Moshi District council.

- iii. To identify the effect of decentralization by devolution at local level in the improvement of service delivery.
- iv. To identify which plans (central government or grassroots) is given priorities in case of shortage of funds which may lead to cut down some of the activities.

Data collection was done using questionnaire, interview, and documentary review. The analysis was done using SPSS and content analysis. The findings are presented based on the study objectives as they are covered hereunder.

4.3.1 Central government devolvement of power and responsibility

The first objective of the study intended to examine whether central government devolves full power and responsibilities to local government in the case study area. The associated research question did; *the central government devolves full power and responsibility for service delivery in local government?* The study covered this area as it is one of the key requirements advocated by LGRP for D by D to be successful. However, since when D by D was introduced, there have been some concerns on the insufficient commitment by the central government. Therefore, this study sought to explore if there are any improvements.

The findings of the study have revealed that many respondents were of the views that the central government devolves full power and responsibilities to local governments that enable easy service delivery to the community. A total of 27 respondents (57.4%) covered through interviews and questionnaires said that the central government devolves full commitment in implementing D by D to LGAs. The interviewed respondents mentioned the areas where the central government has fully decentralized. These areas include budgeting and implementation of the budget, supervision of the local government development activities and project planning. Also, the respondents mentioned the act of central government to decentralize the secondary education to local government as one of the areas which show full decentralization.

However the other 20 respondents (42.6%) were of the views that the central government does not devolve full power and responsibilities to local government. Some of the respondents said there are some of responsibilities and power which are not decentralized to enable easy service delivery. Concerning the knowledge in the areas which are not decentralized, the respondents through questionnaires mentioned land and settlement, permanent employment (recruitment of civil servant), formulation of policies, promotion issues, heavy tax and implementation of heavy donor funded project as among the areas where the Central Government has full power. This implies that though central government devolves some of the power and responsibilities of local government, still there are some important areas for service delivery which are controlled and coordinated by central government. Table 4.3 below shows the responses on the government devolvment of power and responsibilities to LGAs.

Table 4.1 Does the central government devolves full power and responsibility?

	Frequency	Percent
Yes	27	57.4
No	20	42.6
Total	47	100.0

Source; research 2015

Basing on the findings above, still there are some important areas which need to be decentralized to local government authorities for proper implementation of local government reforms such as D by D. For D by D to be effectively implemented, the central government needs to devolve full power and authorities to manage the important areas` such as land and settlement, permanent employment, formulation of the policies, promotion issues, heavy tax collection and implementation of donors fund for project development. For example land and settlement is the important thing to be decentralized to LGAs so as to reduce bureaucracy when it is needed or if the local government need it for investment it may be easy for them to make a decision on its use instead of taking time to wait for the decision from central government

because it may lead to delays of developing. Instead the central government has to make good policy framework which will enable the LGAs to implement the policy of D by D.

Although the majority of the respondents said that there is full devolvement of power and responsibilities still the areas they mentioned are not a good indicator of full commitment from the central government has more power on managing them. For instance the budgeting process is highly controlled by the central government. The budgeting process starts by issuance of the budget ceilings where LGAs are supposed to confine their plans. At the end of the process, it is central government, which approves the budget of LGAs and the implementation of the budget is also controlled by central government as LGAs has no source of funds and therefore they rely more from the central government funding.

The Local Government Reform had stated unambiguously that “the councils will be fully responsible for the planning, recruiting, rewarding, promoting, disciplining, development and firing of their personnel” (Ministry of Regional Administration and Local Government, 1998). But in real situation LGAs did not have authority to recruit their District Executive Directors, and still had to obtain permission from the Public Service Commission to create a vacancy, which could take up to three months to obtain. Moreover, their membership consisted of a chairperson “appointed by the local authority from people who are citizens of the council and knowledgeable in human resource management”; one member of the local authority; the District Administrative Secretary, or his or her subordinate; an expert responsible for local government from the Regional Consultative Committee; and a representative from the Public Service Commission. As the Regional Consultative Committee and the Public Service Commission were both central government structures, this means that council officers or representatives were a minority on their own appointment panels.

On the issue of decentralization of secondary education it is also not an indicator of full devolvement of the central government since LGAs have no full power and

responsibilities in managing secondary education. Respondents complained that even in education, directives still sometimes followed the old chain of command, going straight from the Ministry to the education officers rather than through their Chief Education Officers. The policies and curricula are prepared by the central government. For instance, teachers are employed and paid by the central government. The local government authorities are there to supervise the day to day operations, but not making strategic plans concerning secondary education. This implies that the central government is still contrary, with the key element of the local government reforms that, the LGAs should be decentralized the authorities and responsibilities to hire and fire their own staff and set their own staff levels.

4.3.2 The level of participation in decision making

Participation in a wider concept entails more than being present or around the meeting arena. LGRP guidance stated that participation should take the following forms: involving people in the process of decision-making through participatory planning; holding all statutory meetings as required by law and disseminating all decisions made at those meetings for the consumption of the public in general and the stakeholders; collecting views of stakeholders before major decisions, including bylaws; encouraging the public to attend full council meetings as observers / listeners; disseminating information, for example, on revenue and expenditure, as required by law; ensuring people have the capacity to participate, for example through the support given by council ward and village leaders (PMO-RALG, 2004)

The ability of decentralization reforms to result in significant improvements in service delivery is limited administrative capacity at local levels. Conyers comments that ‘the main impression from the literature is that administrative performance under decentralized systems of governance is poor. This can be a problem of literacy, for example in Ethiopia where some work lack enough people who can read and write for local government to function adequately. Financial literacy is a far bigger problem, for example in Uganda and Tanzania where too few people at the local

level had the ability to manage public finances and maintain proper accounting procedures, resulting in fiscal transfers that were lower than before decentralization (Ahmed et al, 2005).

To measure the level of participation the researcher wanted to know series of meeting as outlined by LGA's regulations 2010, chances to contribute, attention to the discussion and attendance in general. On the issue of a series of meeting, most of respondents said that there had been no village meeting in past three months, few of them said there had been a meeting and others were not aware of it. This reveals the poor involvement of the villagers on decision making because the meetings are not held as required by the local government policies. Participation at the village assemblies, according to Local Government laws (2010) is subjected to the minimum of 20% of all residents in the particular village. However the records which were found in the village minutes at Mbokomu village are a good example that shows poor attendance of citizens in the decision making process.

Funding in local authorities is not only a crisis at the village level, but ward level is not spared. During the interview with WEO, it was recorded that no funding is received from district council on operating costs such as stationeries, printing materials and office furniture and fixture maintenance. Office running costs depends much on the ability of the officer's influentially or robbing capabilities. This prohibits excellence in completing activities as expected. Proponents of decentralization argue that it can increase resources by opening up new sources of tax revenue, improve the collection of taxes and their contributions like user fees, and reduce the cost of service provision via increased efficiency. There is little evidence to support these claims although some authors argue that the expected tax revenue has not materialized as the tax base in most developing countries is particularly weak to start with, so local taxes could never result in significant revenues.

The only undisputed fact is that local governments often have to operate in severely resource constrained environments, which hinders their ability to improve service

delivery. This may be because central government is financially constrained itself, or it may be that local government is kept purposely under-resourced as a political strategy to enable the centre to retain control. Local governments are mainly reliant for funding on central government transfers. Ahmed *et al* cite evidence from India that even when transfers are supposed to be formula-driven they are still subject to political influence. They comment that ‘resource distribution across sub-national governments cannot be explained by efficiency and equity considerations alone... political variables representing the incentives of central political agents are additional and significant determinants

These findings call for specific measures to address the situation if bottom-up approach is to be effective so that it can ensure implementation of D by D by ensuring effective participation of grass root at the decision making process. Ability to make proper arrangements of meetings is likely affected by shortage of financial resource to some extent. This factor must be considered in order to improve meeting infrastructure such as the area where the meeting is to be held, motivating agents like music or traditional dance, mobile announcements or paying for a meeting place. The consideration may include support from government and the wide range of taxes, which the village can be allowed to collect to run the office.

Another area addressed by the researcher was the extent to which people at the grass root level are involved in strategic planning. The responses on this aspect have shown that there is an insufficient implementation of D by D because the villagers are not highly involved in decision making. The findings revealed that 13 respondents (27.7%) said there is no participation, 27 respondents (57.4%) said there is moderate participation, while 7 respondents (14.9%) said they are highly participated in strategic planning and decision making. This implies that people at grass root level are involved to some extent in decision making and in strategic planning because some of respondents who were interviewed said that they are involved in making the budget, but they don't have the power and authority to make

a decision on the other things such as land and settlement and formulation of the policies. Table 4.2 below shows the summary of findings.

Table 4. 2 To what extent grass root level is involved in the strategic plan?

	Frequency	Percent
No participation	13	27.7
Moderate participation	27	57.4
Highly participated	7	14.9
Total	47	100.0

Source; research 2015

Basin on these findings, it is clear that people at the grass root are not fully involved in strategic planning. Very few people are highly involved as only (14.9%) of the respondents have been involved in strategic planning. The majority of the respondents (57.4%) is moderately involved in strategic planning. This means that the large group of people does participate in some plans, but not all strategic plans. Not enough, as there is a group of people who does not participate at all in the strategic plan. This is cemented by the 13 respondents (27.7%) who said that there is no participation at all.

The above findings imply that D by D is still not effectively implemented due to poor or lack of participation at grass roots. The central government and LGAs have to devise mechanisms which will stimulate participation of the citizens at the grassroots. This can be done by allowing the plans to be originated at a lower level and hence stimulate the sense of ownership and belongings of the whole process of strategic planning.

4.3.3 Impact of decentralization by devolution

The third objective of the study was to identify the effect of decentralization at local level in the improvement of service delivery at Moshi district council. With respect to this objective the associated research question was *what is the impact of D by D on service delivery at local level of the government?* The finding revealed that some of

the respondents agreed that there are impacts brought by decentralization by devolution while other side there is no result/impact brought by D by D as indicated in the table below.

Table 4.3 D by D brings result in service delivery?

	Frequency	Percent
Yes	26	55
No	21	45
Total	47	100

Source; research 2015

Basing on the data shown in table 4.3 above, the findings from questionnaires and interviews showed that decentralization by devolution brought some results on service delivery. Some results are positive and others are negative. The finding shows that among 47 respondents who filled the questionnaires 26 respondents (55%) said that there are some results on D by D. Findings from interviews and questionnaire revealed that the majority of respondents have noted the impacts brought by decentralization to the service delivery at Moshi district council. The following are the impacts of decentralization of devolution on service delivery pointed out by respondent during the study.

First of all, D by D makes people accountable. Accountability makes people liable and answerable. The responses from the respondents indicate that there is increased accountability for the employees because when they are given responsibilities they have to be answered on the ways they implement their roles.

Secondly, D by D has enhanced participation in decision making as it has granted powers and devolved some of the strategic planning to the grassroots level. People at the grassroots are now able to initiate some plans and projects without undue interference from the central government. As the results the projects become more sustainable and productive as the people at grass root feel that they are part of the

process of the project. Respondent said, *“The best strategies to improve the quality of service delivery is to decentralize decision making and devolve full power to the management of local government because they can fill as they are the part of the ownership in its implementation”*.

Thirdly, D by D has increased staff morale and job satisfaction. The findings showed that D by D contributes much on the performance of the staff, especially through the element of staff participation in decision making. This makes staff to perform their duties as they are planned since they become part and parcel of the planning process.

Lastly, D by D helps minor problems to be solved at lower level timely. The study has revealed that, before the introduction of decentralization by devolution standards to supervise measures, plans for supervision, supervision schedule, resources such as human resource, transport, time and material like checklist were coordinated at a higher level. As a result, even resources to solve minor problems at lower levels were not in place. For example, one respondent interviewed said that,

... After decentralization misunderstanding among staff and minor work such as repair of doors, cars are diagnosed easily and solved because there are some of people who are given those responsibilities. Also the council can solve small problems like shortage of equipments and supplies by using their budgets. After decentralization by devolution local government can plan and implement strategic plan themselves as a result problems can be solved immediately.

Some members who were interviewed acknowledged that the introduction of D by D on the local government has helped to cut off some of the costs because through the decentralization lower level of the government plan for its own budget though the money cannot be found all the time when it is required. Through interviews, the DEO said that, *“ D by D has brought closer to the community the services such as secondary education which was previously under the authority of central government; but now the local government has given the authority and power to control and guide its activities”*.

On the other side, some of the respondents were of the views that D by D has not brought any impact. A total of 21 respondents (45%) pointed out that D by D has no effect on service delivery due to the fact that before decentralization and after decentralization, there is no change in terms of involvement in decision making and that in most parts it lead to negative impact because it provide a room for politicians to interfere a professional decision when performing their activities. Also D by D has no notable effect due to unnecessary delays in disbursing funds to the council for the implementation of planned activities. The funds for various projects and other services are planned in comprehensively by the council, but the funding is done by the central government. In most cases the government release the funds very late, as a result the council schedule is not covered as planned.

Based on the findings above, it is clear that D by D has brought some impacts as it has increased participation in decision making at the grass root. However the pace of realizing the intended outcomes of D by D seems to be very low. There are various indicators which show that D by D has not realized the intended outcomes. Recruitment of staff, promotion, payments, land and settlement and others make LGAs to remain without sufficient power to make adjustments or innovations in various plans as they are highly controlled by central government. This implies that the central government is still holding some of the power and responsibilities which could enable local authorities to do better if they are conferred to them. Therefore, the central government needs to devolve more power and authorities to LGAs so as to ensure better implementation of D by D.

4.4 The plans which are given priorities

The fourth objective of this study was to identify which plans are given priority among those of the central government and those of local government in case of shortage of funds which may lead to cut down some of the activities. The question to address this objective was *which plans are given priority in the case of shortage of funds which may lead to cut down some of the activities? Are those of central government or local government?* To address this objective both questionnaire responses and interview responses were gathered. Most of the respondents said the central government plans are given priority than those of local government. The table below show the summary of the data;

Table 4.4 Plans which are given priority

	Frequency	Percent
Plans of the central government	26	55.3
Plans of local government	21	44.7
Total	47	100.0

Source, research 2015

The findings on the above table show that, the central government plans are given more priorities than those of local government. Most of respondent (55%) were of the view that, the central government plans are given priority in case there is shortage of funds to implement both central and local government plans. When there is a shortage of funds, the local government plans are usually cut down. However some respondents (44%) said that the local government plans are given priority when there is a shortage of funds, something which lead to cut down some of activities.

These finding have revealed that, the central government gives more priority to its plans than those of local government. This is against the overarching objective of of the Local Government Reform Programme which intends to restructure LGAs so that they can respond more effectively and efficiently to the identified local priorities of service delivery in a sustainable manner. According to the citizen survey conducted

by Ahamed and Mbwambo (2004), it was shown that water supply is the service that most citizens want to see improved, but it was found that the government did not respond positively to their demands. After comparing stated plans and priorities for service delivery of the central government with the preferences of their citizen the authors found that there was a deep incongruence between the government plans and citizen plans of local government. This indicates that a real participatory bottom-up planning system for service delivery has not yet implemented.

The identification of priorities is going hand in hand with financial plans. Generally, there are projects which financing are from the government and there are those whose financing is from the citizens themselves. There are also those which are financed jointly with the government and citizens. In either situation, citizens tend to have a sense of ownership of such projects. Also, they are part of monitoring of implementation of the project. Since they have been part of the project from the identification to implementation, also since they know the financing of the project in terms of source, amount and timing of the disbursements, it is easier to follow the development of implementation REPOA, (2008). Consequently, they are also able to question authority in a situation of poor performance. The policy of decentralization is, thus, considered to increase awareness to the citizens on what is happening within their locality and hence are able to hold accountable authority.

Basing on the finding above, the political competition is a huge hindrance of implementing the local government plans by putting their interest before. Therefore people who have been put in power by citizens forget what they have been elected for and by whom and embrace their own interests leading to corruption in the education, health sector hence no quality services delivered. This can be experienced looking at the needs of the lower level of the government which are not given priority in spite of their importance. For example at local government there are some schools which have no desks and enough books, some of the hospitals have no medicine and some of the important requirements to deliver service to the society. There are some of the central government's plans which are given priority and use a lot of money even if they are not important and thus they can wait for their budget. For instance funds used to enact the new constitution was not in the budget, but it has

consumed a lot of money which might have help the project development at the lower level of the government. This shows how the central government plans are given priority than those of local government.

CHAPTER FIVE

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.1 Introduction

This chapter presents a summary of the study, a conclusion based on findings presented and discussed in chapter four and finally recommendations. The summary of the study is presented first.

5.2 Summary of the study

The study focused on assessing the commitment of central agencies on the implementation of decentralization by devolution at all levels of the government. Specifically the study aimed to; identify the extent to which central government devolve full power and responsibility to local government for service delivery; to determine and explain the level of participation on decision making process and to identify the effect of decentralization by devolution at local level in the improvement of service delivery; and to identify which plans are given priority, between those of central government and local government in case of shortage of funds which may lead to cut down some of activities. A case study research design was applied, employing both primary and secondary data collection methods in order to find out answer to research objectives,

The data were analysed using various statistical techniques such as SPSS, for qualitative data which were then presented using percentages and frequency distribution. The qualitative data were also analysed using content analysis where the researcher edited, coded and arranged the pattern of information into themes. From the analysis of data collected, the following are the findings of the study:

Firstly, with regards to the extent to which central government devolves power and responsibilities for service delivery at MDC, findings revealed that some of responsibilities and power are not decentralized to enable easy service delivery, the response from questionnaire on the knowledge of the area which is not decentralized shows that areas which are not decentralized were many but most of respondent mentioned; land and settlement, permanent employment (recruitment of civil

servant) formulation of policies, promotion issues, heavy tax and implementation of heavy donor funded project. This implies that, though the central government devolves some of power and responsibilities to local government, still there are some important area of service delivery are coordinated by central government.

With respect to second objective the study found that there is ineffective participation in decision making at grass root level. The response reveals that there is moderate participation in decision making, this implies that people at grass root level are involved to some extent in decision making and in strategic planning because some of respondents who are interviewed said that they are involved in making the budget, but they don't have the power and authority to make a decision on the other things such as land and settlement and formulation of the policies.

In the third objective, the study aimed to identify the effect of decentralization at local level in the improvement of service delivery. The findings revealed that decentralization by devolution has brought both negative and positive impacts. The negative impact of decentralization is the increase of bureaucracy and the open room for politicians to interfere professionals when they perform their activities. Positive impact of decentralization as the response from findings, includes improvement of service delivery, as well as improvement of good governance. It is obligatory tools for poverty reduction because it gives room for the citizens to participate in strategic planning for the development of the council.

Then in the fourth objective, the study found that the plans of the central government are given priority than those of local government. The findings show that some plans of local government are not given priority and are not attained as the schedule of the local government because the funds to implement those projects are planned from the central government for example, if the local government plan to build roads or school and the central government has the plan of constitution amendment, then those plans of the central government are given priority than those of local government.

5.3 CONCLUSION

The local government system has been seen as an important vehicle for establishing the voice of citizens through locally elected bodies, while the policy framework for the implementation of the government policy of decentralization of devolution is sound, the current legal framework is far from being complete. The challenges faced in the implementation of D by D need to be addressed for realization of good governance at LGA's. Shifting powers and resources is cumbersome, fiscal decentralization is slow and difficult; some officials are not committed to the implementation of D by D. Significant factors that influence positively the community participation in the decision making process are an integration of citizens to the planning process and focused on its unique needs, designed to function within the available resources of time, personnel, and money. However, the most successful citizen participation process should contain some common elements such as, legal requirements; clearly articulate goals and objectives, political support; integrated decision making structure and adequate funding. Despite of the importance of decentralization being the base for making the government closer to the citizens and empower them to decide their fate, support from upper administrative bodies is needed.

On the issue of implementation of D by D effectively, Moshi district still has challenges because not all power and responsibilities are decentralized. Decentralization by devolution in service delivery should be encouraged up to the grass root because it gives the lower level the opportunity to participate in decision making and ease the process of service delivery. Then, due to the problem of implementing plans in D by D therefore it is important for all the plans made to be implemented at a reasonable time.

5.4 RECOMMENDATION

D by D is essential for the development of service delivery at all levels of the government. With respect to the devolvement of power and responsibilities of the central government to local authorities the findings revealed that, some of responsibilities and powers are not decentralized and hence hinder effective service

delivery. This study suggests that the government needs to ensure complete and accurate decentralization of power and authority to lower levels of the government as well as training people on how to implement D by D.

Concerning the level of participation in decision making, the findings of the study have revealed that the meetings are not held regularly and wherever the meetings are held there is poor attendance. The researcher recommends that the leaders at lower levels should be given seminars or training to build their ability to make proper arrangements of meetings. Sometimes leaders failed to make proper arrangements of meetings due to shortage of financial resources. This factor must be considered in order to improve meeting infrastructure, the government should support the lower level government so as to be able to advertise or announce to villagers the matters as a way of motivating them to attend and participate in all meetings. Tapping the opinion and aspiration from the grass root need to be in place, there is a need for hamlet chairmen to disclose in their areas matters which originate from their area and which is going to be discussed in the village meeting. Hence, without financial resources these preparations cannot be realized.

The central government should release funds in time to local authorities so that it can implement development projects and easy service delivery in reliable time. Also enough resource (funds) should be allocated to the decentralized activities for its implementation. Central government should encourage the local government on improving their own source of income and should not interfere the implementation of those funds for the project development for example; the funds collected from donors should be used for project development without interference of the central government. Also local government should be given the power and authority to collect taxes from the big investment, and industries to ensure full decentralization by devolution.

The role of managing human resource at the lower level of the government rests in two categories in practice. Technocrats for instance, are held accountable to their employer DED while the village chairman is directly accountable to his or her

political party first, and to voters respectively. Mechanism ought to be in place to make sure that the human resources are accountable to their local leaders as well to ensure proper implementation of D by D. Since local government leaders are expected to show the way forward in addressing various issues in the lower level of the government, such as decision making participation and all means of service delivery, they are obliged to be well educated with current awareness on current matters such as policies like D by D.

Most of the plans of the central government are given priority than those of local government and lead to incompleteness of some of plans when there is a shortage of funds. The Central Government should disburse funds for service delivery in time and in accordance with the approved budget. This will enable the Local Authorities implement their measures in an appropriate period of time, and at the same time the central government should not interfere the implementation of the local government plans. Also local authority's plans will only perform unless they get enough resources and participation from the central Government.

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APPENDICES

APPENDIX 1:

QUESTIONNAIRE FOR THE RESEARCH PROJECT MZUMBE UNIVERSITY

I am a student of Mzumbe University and I am conducting a research to explore the commitment of central government on the implementation of D-by-D at local level of the government.

You have been selected as one my key respondents in this study because I strongly believe you have the necessary information required for the study, I require you to spare some time and fill this questionnaire. This information obtained will be treated with most confidentiality.

Section A. General Information

1. Organization.....

2. Department.....

3. Position.....

Personal Data

(Tick in the appropriate box provided)

4. Your age

Under 18-25 25-35 35-40 above 45 years

5. Gender

Male female

6. What is your level of education?

Certificate Diploma Degree Masters

7. How long have you been in that position?

0-3 years 3-5 years 5-10 years 10 and years above

Section B: Questionnaire

8. Do you know the concept of Decentralization by Devolution? Yes..... Or No
.....

If yes please define

.....
.....

9. Do you know what area have been decentralized? Yes..... or
No.....

If yes please mention.....

.....
.....

10. Do you think decentralization by devolution bring result in service delivery in
your council?

Yes No

If yes what are the result?

a) Positive result.....

.....
.....

b) Negative result.....

.....
.....

11. Does central government ensure that local governments have adequate financial resources to ensure excellent service provision? Yes..... No.....

12. Are the funds received from central government sufficient for projects development during the interim period? Yes..... No.....

13. Is there any support from central government to address the catastrophes at the local government level? YesNo.....

14. Does the Central government devolve full power and responsibility for services to local level of local government? Yes..... No.....

If no what power/ responsibilities are not devolved?
Mention.....

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

15. To what extent an individual at grassroots level are involved in the preparation of strategic plan? a) No participation b) moderate participation..... c) Highly participated.....

16. Which plans are given priorities in the case of shortage of funds which may lead to cut down some activities? Those of local government or those of central government?

.....

17. What is your suggestion to improve the level of commitment of central government on the implementation of decentralization by devolution (D-by-D).....

.....
.....

Thank you for your cooperation

APPENDIX II:

DODOSO KWA AJILI YA UTAFITI

Utambulisho

Jina langu naitwa Ndugu GIVEN-VICTOR MBORA. Ninafanya utafiti juu ya “UWAJIBIKAJI WA SERIKALI KUU KWENYE UTEKELEZAJI WA UGATUZI WA MADARAKA, KAZI, HAKI NA WAJIBU KWENYE NGAZI YA SERIKALI ZA MITAA, Halmashauri ya Moshi vijijini”. Tafadhali nakuomba ushiriki katika utafiti huu muhimu utakao wezesha kupata picha ya vikwazo juu ya ushiriki na namna bora ya kufanikisha mchakato wa kufanya maamuzi kwa manufaa ya wananchi wote. Hata hivyo, ushiriki huu ni wa hiari. Aidha, maelezo utakayotoa hapa ni ya siri na yatumika kwa masomo tu siyo vinginevyo. Nitafurahi endapo utakuwa tayari kushiriki katika utafiti huu kwa kujibu maswali machache yafuatayo. Kwa maoni au ushauri au maulizo yoyote wasiliana nami kwa simu: 0756278504.

Sehemu A.Taarifa za jumla

Tasisi.....

Idara.....

Kazi/Shughuli yako.....

Weka alama ya tiki kwenye kisanduku sahihi

Umri wako

Miaka 18 mpaka 25 25 mpaka 35 35 mpaka 40 45 na zaidi

Jinsia yako Me Ke

Kiwango cha elimu yako

Sekondari Cheti ngazi ya chuo Diploma

Shahada ya kwanza Shahada ya pili na zaidi

Umekuwa katika cheo hiki kwa muda gani?

Mwaka 0-3 miaka 3-5 miaka 5-10 miaka 10 na zaidi

Sehemu B: Dodoso

8.unafahamu maana ya ugatuaji madaraka, kazi au wajibu?

Ndiyo..... au Hapana.....

9.Unajua ni maeneo gani ya mamlaka yamefanyiwa ugatuzi?

Ndiyo..... Au Hapana.....

Kama ndiyo taja tafadhali.....

.....

.....

10. unafikiri ugatuaji unaleta mabadiliko katika utoaji huduma kwenye halmahauri yako?

Ndiyo.....au Hapana.....

Kama ndiyo matokeo ni yapi :

Matokeo chanya.....

.....

.....

Matokeo hasi.....

.....

.....

11. Je, serikali kuu inahakikisha kuwa serikali za mitaa zina rasilimali pesa za kutosha kuhakikisha utoaji bora wa huduma ?

Ndiyo..... au Hapana

12. Je , ruzuku inayotoka serkali kuu inatosheleza uendelezaji wa miradi katika kipindi kifupia/ cha mpito?

Ndiyo..... au Hapana.....

13. Je, kuna msaada wowote kutoka serikali kuu atika kushughulikia majanga yanayojitokeza katika halmashauri yako?

Ndiyo Au Hapana.....

14. Je, serikali kuu imegatua mamlaka yote na majukumu katika utowaji wa huduma kwa serikali za mitaa?

Ndiyo..... Au Hapana.....

Kama hapana, ni mamlaka gani ambazo hazijagatuliwa?

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

15. ni kwa kiwango gani raia katika ngazi za chini wanashirikishwa katika uandaaji wa mipango mikakati?

(a) Hakuna ushirikishwaji.....

(b) Ushirikishwaji wa wastani.....

(c) ushirikishwaji wa hali ya juu.....

16. Ni mipango gani inapewa kipaumbele inapotokea kuna upungufu wa fedha ambao unapelekea kuacha baadhi ya shughuli kufanyika?

Mipango ya serikali za mitaa au ya serikali kuu.....

17. Yapi ni maoni yako katika kuboresha uwajibikaji wa serikali kuu kwenye utekelezaji wa ugatuaji?

.....

.....

.....

.....

AHSANTE KWA KUSHIRIKI