

**AN ASSESSMENT OF FACTORS THAT INFLUENCE VILLAGE
GOVERNMENT DECISION MAKING:
A CASE OF IRINGA DISTRICT COUNCIL**

**AN ASSESSMENT OF FACTORS THAT INFLUENCE VILLAGE
GOVERNMENT DECISION MAKING
A CASE OF IRINGA DISTRICT COUNCIL**

BY

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

2017

CERTIFICATION

We, the undersigned, certify that we have read and hereby recommend for acceptance by the Mzumbe University, a dissertation entitled “***An assessment of factors that influence village government decision making: A case of Iringa District Council***”, in partial/fulfillment of the requirements for award of the degree of master of Public Administration of Mzumbe University.

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DEDICATION

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

LIST OF ABBREVIATIONS AND ACRONYMS

DC	-	DISTRICT COMMISSIONER
DED	-	DISTRICT EXECUTIVE DIRECTOR
LGRP	-	LOCAL GOVERNMENT REFORM PROGRAMME
PMO-RALG	-	PRIME MINISTER OFFICE- REGIONAL & LOCAL GOVERNANCE
URT	-	UNITED REPUBLIC OF TANZANIA
VA	-	VILLAGE ASSEMBLY
VC	-	VILLAGE COUNCIL
VCP	-	VILLAGE CHAIRPERSON
VEO	-	VILLAGE EXECUTIVE OFFICER.
VL	-	VILLAGE LEADERSHIP
WEO	-	WARD EXECUTIVE OFFICER

ABSTRACT

This study aimed at assessing factors that influence village government decision making. It was conducted at Mapogoro village, in Iringa district. The study was guided by three objectives set to; examine the structure of village government and its influence in decision making; examine the participation of villagers in decision making at the village government and lastly; examine the influence of village leadership in the village government decision making. The study used a case study research design and a sample of 38 respondents selected through purposive and convenient sampling techniques. Data were collected through questionnaires, interview, and documentary review and analyzed by using qualitative analysis techniques. The findings indicate that, the structure of village government influence village decision making in the following aspects: insufficient power of the village government in the process of decision making, village government meetings both VC and VA, are conducted without observing the quorum of meeting and the diverse composition of village government members (politicians and technocrats) and guidelines or directives from the district level. The study has shown a low level of villager's attendance and contribution to the VA meetings impedes decision making in the village government. Also the study has shown village leadership aspects including poor communication and information sharing in the village government, lack of accountability and transparency and low level of village leader's trust for the village community constrain decision making in the village government.

This study has made some recommendations in order to ensure effective decision making in the village government. The study recommends an emphasis for bottom up decision making approach, meeting allowance for VC members and salaries payment for village leaders such as VCP and removal of politics in the village government. The study also recommends civic education to villagers on the importance of VA meeting and that various means of communication and information sharing should be used to inform villagers about village affairs. It is further recommended that, DED office should prepare training programs for newly elected village leaders and ensure follow up to village government to strengthen accountability of leaders.

TABLE OF CONTENTS

CERTIFICATION	i
DECLARATION AND COPYRIGHT	ii
ACKNOWLEDGEMENTS	iii
DEDICATION	iv
LIST OF ABBREVIATIONS AND ACRONYMS.....	v
ABSTRACT	vi
LIST OF FIGURES	xi
LIST OF APPENDICES	xi
CHAPTER ONE	1
INTRODUCTION AND BACKGROUND OF RESEARCH PROBLEM.....	1
1.0 Introduction	1
1.1 Background of the study	1
1.2 Statement of the problem	6
1.3 Objectives of the study.....	7
1.3.1 Main objective.....	7
1.3.2 Specific objectives	7
1.4 Research questions	7
1.5 Significance of the study	7
1.6 Scope of the study	8
1.7 Limitations of the study.	8
1.8 Definition of key terms	8
1.9 Organization of the dissertation	9
CHAPTER TWO	10
LITERATURE REVIEW.....	10
2.0 Introduction	10
2.1 Variables and their measurement	10
2.2 The scope of decision making/ types of decision making.....	12
2.2.1 The manners or sources of decision making	12
2.2.2 The elements of decision making.....	13

2.3 Theoretical literature review	14
2.3.1 Rational model of decision making.....	14
2.3.2 Incrementalism model of decision making	15
2.3.4 Bureaucratic organization model	15
2.3.5 Participation theory of decision making	16
2.4 Literature review from earlier studies	16
2.5 The synthesis.....	20
2.6 Conceptual framework.....	20
CHAPTER THREE	22
RESEARCH METHODOLOGY	22
3.0 Introduction.....	22
3.1 Research approach	22
3.2 Research design.....	22
3.3 Research area/ area of the study	23
3.4 Population of the study	23
3.5 Sample and sampling procedure.	24
3.5.1 The sample	24
3.5.2 Sampling procedure and techniques.....	24
3.5.2.1 Purposive sampling	24
3.5.2.2 Convenient sampling.....	24
3.6 Data collection method	25
3.6.1 Primary data	25
3.6.1.1 Questionnaires	25
3.6.1.2 Interview.....	25
3.6.2 Secondary data	26
3.7 Data analysis techniques	26

CHAPTER FOUR	28
PRESENTATION OF FINDINGS	28
4.0 Introduction	28
4.1 The structure of village government and its influence in decision making	28
4.1.1 The structure of village government	28
4.1.1.1 Village Assembly	28
4.1.1.2 Village Council	29
4.1.2 The influence of village government structure in decision making	30
4.1.2.1 VA statutory meetings	30
4.1.2.2 The Power of VA in decision making	30
4.1.2.3 Village council meetings	31
4.1.2.4 Village council meeting rules	32
4.1.2.5 The power of VC in decision making	32
4.1.2.6 Composition of VC	34
4.1.2.7 Rules and procedures of VC decision making meetings	35
4.1.2.8 Reasons of VC meeting	36
4.1.2.9 Guidelines/Directives	37
4.2 Level of participation of villagers in decision making	38
4.2.1 Attendance in the village assembly	38
4.2.1.1 Poor communication	38
4.2.1.2 Long geographical distance of some hamlets	39
4.2.1.3 Lack of village leaders' commitment	40
4.2.1.4 Villager's awareness on VA meeting	40
4.2.2 Villager's participation in agenda discussion (giving pinion)	40
4.2.2.1 VA meeting agenda circulation	41
4.2.2.2 Few opportunity of giving opinion	41
4.2.2.4 Difference in political affiliation among villagers	41
4.2.2.5 Freedom of participation in giving opinion	42
4.2.2.6 Emergency meeting	42
4.3 The influence of village leadership in the village government decision making	42
4.3.1 Communication /Information sharing	43

4.3.3 Accountability	44
4.3.3 Trust	45
4.3.4 The influence of political leaders	46
CHAPTER FIVE	48
DISCUSSION OF FINDINGS	48
5.0 Introduction	48
5.1 The structure of village government and its influence in decision making	48
5.2 The level of villager's participation in decision making.....	50
5.3 The influence of village leadership in the village government decision making.	52
CHAPTER SIX	55
SUMMARY, CONCLUSION AND RECOMMENDATION	55
6.0 Introduction	55
6.1 Summary	55
6.2 Conclusion	56
6.3 Recommendations	57
REFERENCES	60
APPENDICES	64

LIST OF FIGURES

Figure 2.1 Conceptual framework.....	21
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LIST OF APPENDICES

APPENDIX I: Administrative structure of village government.....	64
APPENDIX II : Iringa rural district council map	65
APPENDIX III: Dodoso kwaajiri ya wajumbe wa halmashauri kijiji.....	66
APPENDIX IV: Muongozo wa mahojiano na mtendaji wa kijiji na mwenyekiti wa kijiji.....	72
APPENDIX V : Muongozo wa mahojiano na wanakijiji.	73
APPENDIX VI: Muongozo wa mahojiano na mkurugenzi wa wilaya	74

CHAPTER ONE

INTRODUCTION AND BACKGROUND OF RESEARCH PROBLEM

1.0 Introduction

This chapter explains the background of the study on factors influencing decision making in the village government. The chapter provides the background, statement of the problem and objectives of the study. The chapter further presents the research questions, the scope and significance of the study.

1.1 Background of the study

Soon after the independence, most African countries had to get rid of colonial system of administration whose emphasis was to maintain peace and order. African countries needed development oriented administration that would help them to get rid of the numerous problems that they were facing after independence like poverty. One of the systems of administration includes local government. Devas & Grant (2003) observed that, there various argument for establishment of local government and decentralization in Africa. However, it is expected that, the decentralization of responsibilities for service delivery to local government will results in better use of resources, since decisions will reflect the needs and priorities of those mostly affected –local citizens. This belief is based on an important assumption that local citizens have an influence on the decision made by local government concerning resource use and service delivery.

Tanzania in particular, the higher population lives in villages in rural areas. Historically, village government can be traced in 1980, when the ruling political party (CCM) ordered the Government to revive the local government System in the whole country.

The constitution of the United Republic of Tanzania of 1977 article 145 (1), stipulate that there shall be established local government authorities in each region, districts, urban and village in the United Republic. The constitution also states that, the purpose of having the local authority is to transfer authority to the people. Also village as part of local government authorities structure are also the product of the

Local government. The act provides establishment, composition, function and decision making process of village government.

According to Local government (District Authorities Act, No.7 of 1982), Village governments in Tanzania are led by elected village chairperson and externally appointed village executive officers. Furthermore, the act vests the power to make decisions at the village level within the two organs namely; the Village Council (VC) and the Village Assembly (VA). The village assembly is composed of all adult members resident in the village. The village assembly elects the village council of not less than 15 members headed by elected chairperson. The village assembly is theoretical the supreme body at the village level but in practice its only function is to elect council every five years. Village assembly is only theoretical supreme body because the law does not give the ultimate powers which are vested in the village council. However Village councils do not have the power to employ own staffs (Ngware & Haule, 1992). Therefore DCs are responsible for all matters regarding village government staff- especially technocrats at the village as well as ward levels. However, staffs deployed at the village level are accountable to the village council/government, despite the fact that disciplinary authority remains to be the District Council.

It is through village assembly where the ordinary citizens have room to influence the decisions in the village government and they can do so by approving or disapproving all matters approved by village council. A VC is legal body and thus can sue and/or be sued in court of law and can also operate business such as bus transport on behalf of the village (URT,1982).

The VC is responsible for spearheading government policy and directives, for example VC has the powers to decide on own property such as land, establish industries- small scale industries and enact by-laws in accordance to power vested on it by the local Government Act No.7 of 1982. The VC has been empowered to establish different committee and administrative structure and set up their priorities according to their budgets. For example village council can establish such committee as follow;

- Education committee
- Health committee
- Water and sanitation committee
- Environment committee

All Local Government authorities and specifically village government are mandated to play three main functions: That is, the maintenance of law, order and good governance, promotion of economic and social welfare of the people in their jurisdiction and ensuring effective and equitable delivery of qualitative and quantitative services to the people within their areas of jurisdiction. Therefore the successes in the mentioned functions depend on the effective decision making by the village council as well as the villagers involvement in decision making.

The decision making in the village government are supposed to be made through thorough deliberations by the village councils' members in a democratic way; for example the process of making by-laws passes through the following procedures (PMO-RALG, 2000).

- The village council deliberates on proposed by- laws and forwards such agreed upon proposal to the Village Assembly for further deliberation and eventual approval or refusal. Where the village assembly does not give approval to VC proposal, this means such proposal must be re-tabled before the VC for more deliberations and incorporations of all recommendations of VA.
- Where VC's proposals have been sanctioned by VA, such proposals are forwarded to the District Council for scrutiny and final approval. When the DC approves VC proposal, such a proposed by laws will be in force.
- Courts of law have also been vested power to make sure or oversee that VCs do not make undesirable or harmful by-laws.

LGRP has vested wide powers on Village government which implies that they are allowed to decide and implement all kinds of activities which are not in conflict with the existing laws and regulations for the purpose of serving the interest of the local

people. However, there are claims that most villages in the country are far from reaching or meeting the official legal/policy requirements and that they have been regarded as sites of conflicts among villagers, elected leaders and state organs and these also contribute to ineffective decision making.

Ngwale&Haule (1992), in their study of village government in Tanzania revealed some models associated with decision making at the village level, according to them decision are made top down, they argued that there two types of decisions; those made by district authorities and those made by village organs. With the top down decisions, normally decisions are expected to flow to the village level and being imposed on the villagers by ward, chairmen and secretaries.

Apart from top-down model of decision making, there also many other models of decision making; like traditional model of local government, where representatives who have been elected to make decisions on behalf of the citizens with little or no input from those citizens (Devas &Grant, 2003). This model is commonly applied in village decision making, where those elected are assumed to be able to assess the needs and the priorities of the village on behalf of the local people. The opposite of this model is popularly an influence, as argued by Eriksen (1999) that those elected are supposed to hold village meeting with their electorate in order to inform and informed. This means that, village leaders are expected to brief their local community on council affairs and to be informed by the members of the local community about the needs and priorities. Priorities are expressed at the village assembly and are then expected to be brought to the village council: This model is also known as participatory model of decision making.

Another model of decision making is rational model; this model specifies how to make decision that will maximize objective. The model assumes that, a decision maker is aware of all information about alternatives and consequences available and the solutions can be discovered through a process of search (Harrison, 1981).

According to the literature, the process of decision making is influenced or affected by several factors. Nath et al.(2010) observed that, the level of participation among people in village meeting usually do influence or affect decision making because of serious lack of peoples' participation in the village meetings or forums. The village records show the lowest attendance and since village assembly is the highest organ for decision making. Consequently, this affects village government decision making. The participation of people in the village assembly is essential because the local government act of 1982 requires certain amount of people to attend before decision are made. Furthermore, the politicization of village meeting do influence also the decision in village government because VA are meant to be people's arena. However, most of village meetings are subjects of political affiliation; for example, the speeches delivered are more of political in nature, there is evidence that conflicts between political leaders and technocrats in decision making; where political leaders wish to penetrate their political agenda in the process decision making.

Also the findings by Garling (2005) indicate that decision making at the village level is influenced by many factors, such as availability of information for proper decision making, past experience, education/training among village leaders and others socio-economic status such as age and occupation.

The LGRP has been working to improve governance and accountability; and one aspect of governance is decision making. The Act No. 7 of 1982 stipulates that VA is supreme authority on matters of decision making in relation to village affairs. However the provision seems to give empty powers because the provision is not translated into action. It appears that, VC can perform any of its stipulated functions without the necessary sanction of the VA. This means that, VC's decision making are taken serious and considered most powerful in the village.

Despite the fact that VA is taken as part and parcel of village government decision making, the laws also provide VC to convene ordinary and extra-ordinary meeting for decision making. But whether or not the VA is convened depends on the local political situation, or the motivation of leadership to convene such meetings. In most

cases however, villagers are not informed earlier to be prepared to participate in those meeting for decision making.

Furthermore, PMO-RALG through the LGRP continues to build capacity at the village government level. Over the past five years several training programs have been developed nation-widely; for example, training were provided to about 72,000 elected grassroots leaders, 2,500 Ward Executive Officers, 3,447 Councilors (LGRP, 2009-2014). Despite those measures, the experience of many local government authorities' performance in terms of good governance is still poor because many Village Councils have been for quite long time failing to submit the Village Council meeting minutes at the District Council thus leading District Council to lose points on ensuring good governance. The main goal of LGRP is to ensure that the local government improves the quality, access and equitable delivery of public services particularly to the poor. This can be done by making sure that Village government as an institution take appropriate decision making.

1.2 Statement of the problem

The village government was established in order to transfer authority to the people at the lower level in order for them to participate effectively on decision making concerning their day to day social, economic, political and cultural matters. The PMO-RALG through LGRP is determined to create conducive environment through policy and acts/laws and also by building capacity at local level in order to ensure that Village government makes effective decisions.

The findings of Braathen et al (2005) on local governance reveal that through LGRP, a number of seminars and trainings on good governance have been conducted and organized by ministers responsible for local government in the district councils. This has however not enabled the local authorities to discharge their function more efficiently. To add on that, the experience from LGRP report made in different district councils on good governance in 2007 shows that, many village councils, Iringa rural district council in particular failed to submit village council meeting minutes at the district council, which contributed to poor performance of district

council in terms of good governance. This is an indicator that there is ineffective decision making in Village governments. Therefore the need of this study was to assess factors that influence decision making in Village governments taking Mapogoro village, in Iringa district council as a case study.

1.3 Objectives of the study

1.3.1 Main objective

The main objective of study was to make an assessment of factors that influence village government decision making. The study focused at Iringa district council.

1.3.2 Specific objectives

This study carried the following specific objectives;

- i. Examining the structure of village government and its influence in decision making.
- ii. Examining the participation of villagers in decision making at village government.
- iii. Examining influence of village leadership in village government decision making

1.4 Research questions

In order to attain the above objectives the study was guided by the following research questions:-

- i. How does village government structure influence decision making in the village government?
- ii. What is the level of participation of villagers in decision making at village government?
- iii. How village leadership influence village government decision making?

1.5 Significance of the study

This study could be significant on the following dimensions; first the study is helpful in generating new knowledge that will be useful to the village government decision making and also to the local government policy maker in general.

Secondly, research findings provide basic information to other researchers who are interested to study decision making at the village government. Also the findings provides community awareness on how village government decision making are made, to add on that the findings of this study on assessment of factors that influence village government decision making contribute significantly to the significantly to the current limited literature on issues of decision making in the village government.

The study is also helpful as it provide information on factors and challenges that influence decision making process in the village government. Moreover, this study is a pre-requisite in partial fulfillment of the requirement for the award of Master of Public Administration (MPA) of Mzumbe University.

1.6 Scope of the study

The study was about an assessment of factors that influence village government decision making. This study was conducted in Mapogoro village, Iringa district.

1.7 Limitations of the study.

In a course of this study, the researcher encountered some difficulties in securing information to some of respondents like, DED who were, most of the time, not available in offices. Also villagers and VC members were not easily obtained during data collection because the research was done during rainfall season where most of them devoted time in agricultural activities. Lastly, the researcher also faced financial constraints, due to lack of expected support.

Researcher used different ways to deal with those limitations of the study such as; requesting for proper appointment in district office on how to meet with DED, this was also done at the village level to village council members and villagers who were not easily obtained during data collection. Lastly researcher requested for financial assistance to close relatives to cope with financial constraint during study.

1.8 Definition of key terms

Local Government Authorities: Refers to the part of a country operating at the local level, functioning through a representative organ known as Council established by law to exercise specific power within a defined jurisdiction (Warioba, 1999).

Village government: Is the smallest local government unit in Tanzania. To qualify for registration a local authority must comprise of at least 250 household per village (URT, 1982).

Decision making: Refers to the selection of the course of action done in order to attain goal. The alternative that is finally selected never permits a complete or perfect achievement of objectives, but is merely the best solution that is available under the circumstances (Simon, 1976).

Village Council: Is a legal body and thus can sue and/or can be sued before a court of law, and also operate business such as bus transport, shop business on behalf of the village (URT, 1982).

1.9 Organization of the dissertation

This dissertation is structured into six (6) chapters: The following are the organization of the chapters in this dissertation.

Chapter one presents the background of the village government, statement of the problem, objectives of the study (main and specific objectives), research questions, significance of the study, limitation of the study together with the conceptual framework.

Chapter two presents the theories that explain decision making and the empirical literature review from the earlier studies by other scholars.

Chapter three explains the methodological aspect of the study, which details different methods or techniques of data collection, research design, and study area, sampling approaches, data analysis and logistical arrangements.

Chapter four provides the presentation of findings obtained in the field.

Chapter five provides the discussion of findings presented chapter four.

Chapter six provides the summary, conclusion and recommendation in line with the findings of this study.

CHAPTER TWO

LITERATURE REVIEW

2.0 Introduction

This chapter explains the reviewed of related literature, whose focus relates to explanations to the concepts of decision making in any organization and Village government. The chapter also consists of the theories that explain decision making as area of the study and empirical evidence from earlier scholars. The last part in this chapter presents the synthesis part.

2.1 Variables and their measurement

Participation

The World Bank (2002) defines participation as the process through which stakeholders influence and control the development of common orientation, decision making power and influence to their resources are essentially involved in a number of characteristics of a widely recognized. There many indicators or characteristics that can be used as measures of participation in decision making in the villages meeting that includes; attendance in the village meeting, contributions /opinion to decision making, access to information and project equitable benefits.

Structure

This refers to broad system of policy and laws as well as rules that govern decision making process (Gaventa, 2002). The legal framework of local government authority, particularly village government is mainly based on Local Government District Authority Act No.7 1982.

At the village level, the government structure comprises of VA consisting of all person aged 18 and above and the VC comprises of VEO who is a secretary of the council, village chairperson who and 25 village council members who are elected by village assembly. VEO is an officer responsible for day to day function of the village. The officer reports to his/her to superior officer (DED); VCP is elected by the villagers, thus, he or she represents the interest of the electorates (URT, 1982).In that regard the legal framework existing in local government has an influence towards village government organs and their members in the process of decision

making. The structure of the village government can be viewed or measured in terms of legal framework in the sense that the local government policy, laws and directives have an influence in village government decision making.

Village leadership

According to Sharma & Jain (2013), leadership is the process by which a person influences others to accomplish objectives and directs the organization in a way that make more cohesive and coherent. Leaders carry out this process by applying their leadership attributes such as beliefs, values and ethics. Lamb & Mc Kne (2004) identified key components for leadership in an organization which are also used as indicators or measures of leaderships namely; effective communication, sharing information, trust, transparency and accountability. Village leadership includes VEO, VCP and VC members. The leadership relationship between VEO, VCP and VC members has an influence on decision making in the village government.

Decision making

Before understanding the theory applicable to decision making in village government, the following are various theories which has been explained by different scholars.

Butler (1998) defines decision making as a choice of course of action to achieve a desired future state. Simon (1976) adds that, decisions are based on factors such as the purposes for which the act is to be taken, and sometimes on the social values affected by it. At the same time, they must be made in the light of scientific and practical knowledge. The selection of an alternative needs rational judgment.

Fitzgerald (2002) defined decision making in the perspective of management, as the process that involves making a choice among alternatives. A managerial or organizational decision typically commits organizational resources to a course of action in order to accomplish something that they organization desires or values. It is a point at which a choice is made between alter-native – and usually competing – options.

Halfani&Sendaro (1989) argued that, there are two important issues that are examined as far as decision making in local government is concerned, the scope of decision making and the manner or source in which decision are made.

2.2 The scope of decision making/ types of decision making

According to Fitzgerald (2002), the scope of decision making is concerned with people (human resources); money (budgeting); buying and selling (marketing); how to do things (operations); or how to do things in the future (strategy and planning). These may be more broadly classified into two generic types of decisions:

- Routine: Decisions that need to be made on a recurring basis. Organizations may develop and implement systems to support managers in handling such repetitive decision situations.
- Non-routine: Unique, random, non-recurring decision situations. Such non-routine decisions typically have strategic implications for the organization.
- Operational decisions: Are concerned with the day-to-day running of the organization. While operational decisions have a greater tendency to fall into the routine category, not all do.

The local government (District Authorities of 1982) empowers village government to make decision on matters such as economic, social and development of the village, law and orders and finance and planning. Although the law empowers village government by providing the wide areas of decision, still in practice the scope of decision making is narrow because the autonomy of the village is constrained by the lack of finance and that the village council do not really have personnel of the their own. For example the VEOs are employee of DED and usually report upwards.

2.2.1 The manners or sources of decision making

Decision making in the local government are supposed to emerge from the grassroots'. According to Halfani and Sendaro (1989), decision making in the local government and village government in particular emerge from two sources as follow:

- Elected representatives, that is the councilors, Member of Parliaments, Village chairmen and village council representatives
- Technocrats/ Bureaucrats that is government staff such as Village Executive Officer.

Therefore, the first source of decision making indicate that, elected representative in the village government such as Hamlet chairperson may call hamlet meeting to discuss their issues and their proposal been represented to VC for more discussions by Hamlets chairpersons. While the second source provides more chance for village government technocrats to air their views or opinion during the process of decision making.

2.2.2 The elements of decision making

Hutchinson (1970) identified six key elements in the process of decision making. These elements are as follows:

(a) The state of nature

It is the relationship between choices and the environment the decision has to be made. This means the quality of decision making is influenced by environment surrounding the decision makers.

(b) The decision maker himself

According to Hutchinson (1970), decision making depends on the decision maker himself, who is responsible in undertaking certain decisions. Decision maker may be a group or a single individual with certain position in the organization.

(c) Goal or end to be served

Hutchinson (1970) argued that, the goal of decision making can be personal, institution or combination thereof, a condition that influences ordering and choice of final alternative.

(d) Relevant alternatives

There should be a numbers of relevant alternatives which should be reviewed to serve the sample purpose of the decision. This means few best alternatives will be selected among many relevant alternative for the sake of fulfilling desired end goal of decision maker.

(e) The final choice itself

It is the element of decision making for which a choice of the alternatives is being made. Wilson and Alexis (1970) claimed that, the study of these six elements of decision making define the scope of decision making, types of decisions and it help to select decision making methodologies.

2.3 Theoretical literature review

Khan (2008) and Morcol (2006) categorized decision making models as being rational comprehensive models and incremental model.

2.3.1 Rational model of decision making

A decision making is said to be rational if under the given situation and the given alternative no matter who is the decision maker, the same decision prevails each time. The rational comprehensive model is based on the following steps:

- What is the underlying problem that needs attention?
- What are the specific goals and objectives that must be achieved?
- Once goals are determined. What are the alternative to meet the goals.
- Evaluate each alternative based on the cost benefit analysis.

Rational choice model assume decision maker is aware of all information about alternatives and consequences available and the solution can be discovered through the process of search.

2.3.2 Incrementalism model of decision making

Incrementalism, is also known as the political model, stresses the values of consensus, participation and compromise. It emphasizes that; the ideal solution may not be politically acceptable, recognizing that the best solution may not be achievable. Incremental processes emphasize gradual taking decisions which lead by steps to a solution of a problem. The incremental model employs the following steps:

- Redefine the ends, realizing that the ends of government policy are often defined by the means available.
- Arrive at consensus.
- Make satisfactory decisions. That means choose the solution which is satisfactory and attainable, when the best solution cannot be achieved.

2.3.4 Bureaucratic organization model

This model was developed by Graham Allison in 1971. According to him, the bureaucratic structure or the political organization/political system has positive influence on policy making processes/decision making. It is believed that the large political organization have their own values, ideas and thus all these create definite impact upon decision making processes, therefore when decision is made organization processes cannot be neglected. For example the bureaucratic structure within the village government are categorized into two groups that is VC and VA and the composed of elected leaders like Village chairman and village council members and employed staff such as VEOs who are employed by DED. Therefore all these bureaucratic compositions have influence in the decision making at the village government.

2.3.5 Participation theory of decision making

Theory of participation emphasize individuals opportunity to influence public decisions and it has been a component of democratic decision making process, the theory allows or give particular attention to the local people (subordinates) involvement to give their views in the process of decision making (DeSario and Langton, 1987). Therefore, the theory allows a decision maker to develop all possible alternatives to the decision making. This will be easy when large number of people will be involved in developing the alternatives, and by doing this it means there will be a greater participation. The theory invites number of deliberations from more people to know their different views.

In the analysis of this theory, DeSario and Langton (1987) categorized two decision making structures as follows:

- Technocratic decision making structure
- Democratic decision making structure.

Under *technocratic decision making structure*, trained staffs (experts) are best suited to make complex technical decisions. Experts are increasingly becoming a part of our decision-making structures in both the public and private sectors. This can be clearly observed even in the village government, where technocrats such as VEO are become part of decision making, however this approach of decision making has contributed to several problems like political conflicts.

Democratic Decision making structure, this provides an opportunity to those who are affected by a given decision have the right to participate in the making of that decision. Participation can be direct in the classical democratic sense, or can be through representatives for their point of view, for example through their elected leaders such as Village Chairperson and councilors.

2.4 Literature review from earlier studies

The study of Devas & Grant (2002) on decision making and people participation revealed that, there is no strong tradition of citizen participation in local government decision making and some councilors perceive citizen participation in decision

making as threat to their autonomy and position. The study revealed that most of local government authorities, for example village government officers lack skills in participatory techniques and process. Also he argued that even the village government assembly meets very rarely. This is contrary to Gaventa (2002) who argues that, citizen's participation in the process of decision making are facilitated and constrained by policy and legal framework. According to him legal and policy framework is not sufficient in the East African countries.

Gaventa (2002) identified constraining factors in local government as limited power to local government, participatory bodies and bureaucratic structure, barriers of representation by marginalized groups, corruption and lack of accountability and policy framework. On the side of enabling factors for effective citizen's participation in decision making in the local government, researcher mentioned factors such as; mobilization of citizens and action by civil society for policy reform, monitoring of local government and developing participatory consultation.

Ngwale&Haule (1992) in their study of village government in Tanzania revealed some problems associated with decision making at the village level. According to them, problems arise when decisions are made top down. Authors further argue that, there are two types of decisions; those made by district authorities and those made by village organs. With the top down decisions, normally decisions are expected to flow to the village level and being imposed on the villagers by ward, chairmen and secretaries. These decisions are not necessarily for the development of the villages as it does not consider the preferences of the local level and the communication of the decision are usually not effective. The findings from both researchers demonstrate that, participation of local people in decision making is an important factor for effective decision making.

Decisions are made through meeting of the village council members. With that fact, Ngwale&Haule add that, village chairmen lack incentives because they receive inadequate allowance and the case is worse to village council members who do not receive incentives thus contribute to poor attendance of village council members in the meeting and consequently leads to inefficiency decision making. Thus resource

base in terms finance have direct influence in decision making at the village government.

While the above mentioned research clearly points participation, villager's attendance in meetings, inadequate meeting held and financial base in the village as factors that influence decision making. The study by Wakasangula et al (2015) on the influence of leadership on good governance observed that; together with other factors mentioned from above literature, however decision making powers are much influenced by leadership ability. For example authors explained factors such as; villagers are highly diverse in terms of ethnicity and political affiliation and economic background, thus to reach proper decision making, village leaders needs to win the trust of various segment of village population. Another factor is inability of the villagers to participate in decision making due to ignorance, negligence or poverty facing rural people. Therefore not only villagers' participation, financial base but also leadership ability has direct influence on decision making in the village government.

Thus, most VAs are found having few participants and thus make it difficult in the process of decision making and also the interference from the central and local elites who use their status to influence decision making in the village government. For example, in this case, village government decision seems to be interfered by DED and DCs. Lastly, the information flow between villagers and village government leaders influence decision making process because villagers who are not adequately informed village plans are not likely to participate in decision making.

The study conducted by Ngah et al.(2012) on Decision making at the local government in Malaysia shows that, there few factors that influence councilors in running their functions particularly the process of decision making as the representatives of the local people. According to him councilor's actions and other village leaders as well should not be contradictory against policies decided by the state or interest of the party and the local people. Thus decision making at the village government in this sense is likely to be influenced by the interest of the state government, the interest of political party and the interest of the local people.

The study conducted in Pakistan by Gul (2005) on factors influencing decision making at the local government revealed that, economic resources, wealth, class status, expertise are the influential factors or source of influence in decision making in the local government. According to the author, individuals in the society who have resources and class status have more influence in decision making process in the local government.

Other researchers like Mollel (2010) suggest that, local government authorities are supposed to incorporate the preferences of village or ward plans into the respective council plan and these preferences are decisions and choices that people or villagers wish they should appear in their development plan. According to his study he commented that in the village government decision making process, the village council is the final decision making body within the village government. This is the same as Eriksen (1999), who argued in his study of the limits of local Democracy in decision making using cases of Tanzania and Zimbabwe. According to him, the elected councilors in both countries are supposed to hold meetings with their electorate committee in order to inform and informed. In other words, these are expected to brief their local community about their needs and priorities of the community, which should be expressed at the meetings (Village Assembly).

Thus the findings from both studies (Mollel, 2010) and (Eriksen, 1999) mean that, if the village government takes the preferences or choices of the local people then it is possible to have effective decision making in village government that can contribute to development of the local people .

In his study, Milkman (2008), investigated how decision making can be improved, and observed that, because decision making errors are costly and are growing more costly, decision makers are required to pay attention on how decision making can be improved. According to the author, decisions shape important outcome for individuals, families, businesses, government and societies benefit. In order to improve decision making, the study revealed that there is a need to work on joint-versus separate decision making, removing decision biases, training and making people accountable for their decisions.

2.5 The synthesis

The findings from researchers that have been reviewed in this section mainly focus on factors that influence decision making at the village government (Devas & Grant, 2002); Ngah et al., 2012; Ngwale&Haule (1992); Halfani and Sendaro (1989); and Gul, 2012). Other studies, for example; Mollel (2010), Eriksen (1999), and Nath et al., (2010) discussed on how villagers participation in village government influence decision making. Furthermore, studies like Milkman (2008) focused on how decision making can be improved. None of the above studies did focus on assessment of factors that influence decision making at village government, an area this study aimed address.

2.6 Conceptual framework.

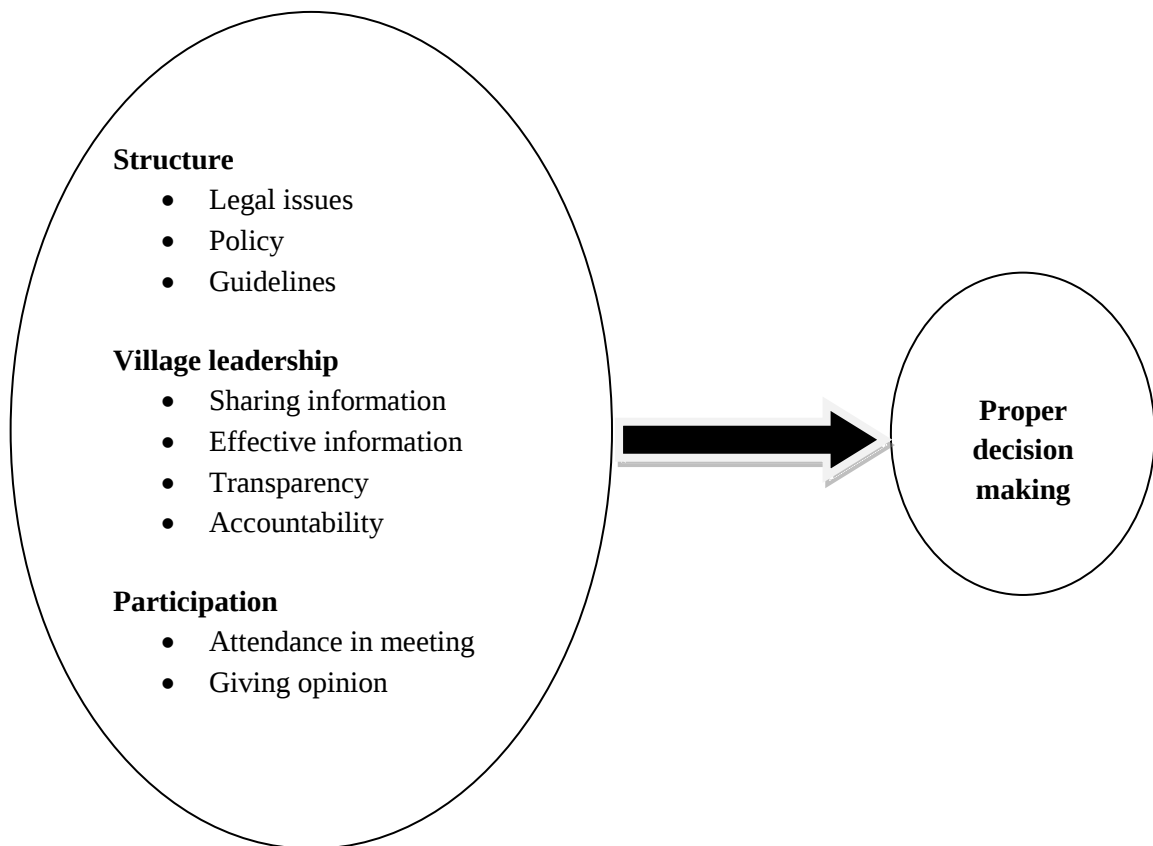
There is an interaction of the following actors namely; DED, VEO, VCP, and Villagers in the village government decision making. The functions and relationship among these actors on village government (VC and VA) are the ones that influence decision making. DED can influence VEO and VC in general due to the fact that the VEOs are employed by DED and VEO with his/her title as a secretary of the VC. Also VCP who is a representative of the people (villagers) in the village government has an important influence in the village government particularly VC because he/she is a member of the VC. Lastly, villagers can influence decision in the VA.

Decisions in the village government (VA, VC) are made through meeting both statutory and extra-ordinary meetings (URT, 1982). Therefore the participation of VC members and villagers in those meeting will be the assumption for proper decision making in the village government.

Figure 2.1 Conceptual framework

Independent variables

Dependent variable



Researcher's construct (2016)

CHAPTER THREE

RESEARCH METHODOLOGY

3.0 Introduction

This chapter presents the methodological aspect of this study. It entails research approach, research design, and research area, population of the study and the sample and sampling design & procedures and sample size.

3.1 Research approach

Creswell (2014) define research approach as a plan and procedure that span the steps from broad assumptions to detailed methods of data collection, analysis and interpretation. There 3 types research approaches namely qualitative, quantitative and mixed approaches. Qualitative approach is an approach exploring and understanding the meaning individuals or group ascribe to social or human problem. Quantitative approach is an approach for testing theories by explaining the relationships between variables and these variables in turn can be measured typically on instruments (Ibid).

The study used qualitative approach, this approach was used because it focus on individual meanings (it involves multiple participants meanings) and the importance of rendering the complexity of situation. Also with qualitative approach researcher was able to understand the context or setting of the participants through visiting the context and setting and gathering information personally and interpret what is found.

3.2 Research design

There are different types of research design and that the application of each depends on the nature of the study and the philosophy of the researcher. In this study, case study design was used as a research design. The word “Case” means instance and the central feature of the case study design is the investigation of one or more specific instances of something that comprise the cases in the study. Case study designs usually focus to answer how and why questions (Yin, 2009).

The case study design was preferred as study design because, first the nature of the study that it will be easy to have in depth information multiple sources. Yin (2009) argues that, case study allows researcher to explore individuals or institutions, simple

complex intervention relationships and communities and that evidences are collected via multiple sources such as interview, FGD, documentary review and institutions records. This is therefore in line with the nature of the study as the objectives relate with the case study design.

3.3 Research area/ area of the study

The study was conducted in Iringa rural district council According to National population census of 2012; the district has a population of 254,032 people. Administratively, the district is divided into 6 division and 25 wards with a total of 123 villages and 718hamlets.

The district was selected as a study area because, for past years the government has been implementing local government reform programmes(LGRP).This aimed at strengthening democracy, good governance, peoples' participation in decisions making at the grassroots particularly in the village government. According to Braathen et al. (2005), a number of seminars on good governance through LGRP that have been conducted and organized by ministries responsible for local government in Iringa rural district council. However, this has not enabled the district to discharge their functions particularly those relating to decision making. This provided reasons for this study to assess factors that influence decision making in that district.

3.4 Population of the study

Iringa rural district council is divided into 6 division; Isimani, Kiponzero, Kalenga, Idodi, Pawaga and Mlolo. The study focused mainly in mapogoro village found in Idodi ward.VEO is an officer in charge of day to day activities or functions in the village government then he was part of population to be studied at the village level. The DED as an employer of the of VEO's and as overseer of those officers as well as VC members has in one way or another influence towards decision making in the village government, and therefore was part of respondents.

Another part of respondents was Village Chairperson (VCP) he is the top leader in the village and the chairperson of the VC, in that regards he is involved in the process of decision making in the village government. Village council members

(who are also among them are chairperson of hamlets) were also be part of study population. Finally Villagers (Particularly adult with 18 ages and above) forms another group of study population this because villagers with 18 ages and above are members of VA, which is highest organ of decision making in the village government.

3.5 Sample and sampling procedure.

3.5.1 The sample

The size of the sample should neither too big nor too small. It should be optimum to fulfil the requirements of efficiency, representativeness, reliability and flexibility. In this study, the sample included key informants that are 1 DED, 1 VEO, 1 VCP, 20 VC members 15 and villagers this is with regard to the total number of population. DED is an overseer of all activities of VC and also an employer of both VEO's (VC secretaries). Therefore the total sample size was 38 respondents.

3.5.2 Sampling procedure and techniques

3.5.2.1 Purposive sampling

Adam and Kamuzora (2008:138) maintain that the decision with regard to which element or item should be included or excluded in the sample rests on the researcher's judgment and intuition. The researcher chose only those elements which she/he believed would be able to provide the required data. Therefore the major criterion for including an element in the sample is the possession of expertise or experience about the problem under investigation (Ibid). In this technique, researcher selected only those elements which she/he believes would be able to provide the required data. The major criterion in this regard was a possession of expertise or experience about the problem under investigation. Under this sampling technique 1 DED, 1VEO, 1 VCP was selected.

3.5.2.2 Convenient sampling

According to Adam &Kamuzora (2008), this technique requires respondents to be selected on the basis of their availability and willingness to respond. Thus, the researcher selected respondents on basis of availability and readiness respondent to

provide data for realization of this work. Under this sampling technique, respondents included 20 VC members and 15 villagers.

3.6 Data collection method

3.6.1 Primary data

These are data that are collected directly from the field. There are various tools that can be used in primary data collection. In this study, primary data was collected using questionnaire and interview guide questionnaire.

3.6.1.1 Questionnaires

Babbie (1990) defined questionnaire as a document containing questions and other types of items designed to solicit information appropriate to analysis. This technique was mainly used to give respondent freedom and enough time to digest/think on questions provided and offer required answers. Also the technique was convenient in order to save time. Questionnaires mostly contained close-ended questions to limit respondent from giving irrelevant information and some open-ended question. This tool was used to collect data from VC members and 25 VC members were given questionnaires.

3.6.1.2 Interview

This is a conversation with a purpose tailored to the achievement of researcher's objectives (Yin, 2009). This means interview involves conversation between people with the aim of collecting relevant data or information in order to achieve researcher's objectives.

This method or technique of data collection was used to obtain information that would not be easy to collect through questionnaire. The purpose of using this tool was to supplement qualitative information (to collect in-depth information) that could not be obtained through questionnaire and also to collect information to respondent who would not have time to fill questionnaire but can express themselves verbally, moreover the technique was selected because of flexibility that it allow a researcher to probe, to clarify and to create new questions based on what has been heard.

Semi-structured type of interview was used; Questions and topics were structured and other questions aroused during interview. Through this method data was collected from the DED and village official such as VEO and VCP and villagers.

3.6.2 Secondary data

Secondary data was collected through documentary review. Valuable background information was collected from published and unpublished literature. This includes Local government (District Authorities) act 1982, policy (local government reform policy) of 1998, Mapogoro village minutes of 2016, village council records and Iringa rural district council records. This method was used because of the nature of the study and also because it offered some advantages as it helped to broaden the data base of the research and widen the geographical area of the study to cover at less cost.

3.7 Data analysis techniques

Data analysis refers to the process that involves working with data, organizing it, breaking it into manageable units, synthesizing it and deciding what you should tell others (Weber, 1990).

In this study, data was analyzed using content analysis. Content analysis is a theme technique for making replicable and valid inferences from data to their context. It is based on the premise there many words from interviews and observation can be reduced to categories in which words share the same meaning or connotation.

Through content analysis, a unit of information (a datum) recorded in medium that may physical (pages), syntactical (words), referential (objects, events, persons, acts and thematic (require deep understanding of source language was analyzed.

Westbrook (1994) identified that content analysis involves series of steps such as initial preparation of data (if data is spoken i.e. interview and videotaped) it has to be transcribed. In this study Interview and summaries of content that were noted in the margins transcripts were translated from Swahili to English language. Another step is developing the coding scheme whereby analysis focuses on aspects of the content that were relevant for research, preparing data units and the analysis of the data.

Therefore, in this study data was analyzed through content analysis technique. As explained earlier, this technique work at documents, text or speech to see what emerges, what do people talk about the most and understand the themes of the speech. Thus data from documentary review, interview and open ended questionnaire was subjected to content analysis. Furthermore, closed-ended questionnaire was analyzed by Microsoft excel to produce frequencies and percentages of various responses.

CHAPTER FOUR

PRESENTATION OF FINDINGS

4.0 Introduction

This chapter presents the findings obtained from the study. The findings are captured through questionnaires, interview, and documentary reviews.

4.1 The structure of village government and its influence in decision making

The first specific objective of this study was to seek an understanding of the structure of village government (VA & VC) that is guided by laws, policies and directives and its influence on decision making in the village government.

4.1.1 The structure of village government

Village government as an institution has a defined structure. According to Local government Act No. 7 of 1982, the structure of village government decision making is divided into two main organs that is Village council and Village Assembly, village council is provided by section 25 of the act and village assembly is provided by section 24 of the same act.

4.1.1.1 Village Assembly

This is the supreme authority on matters of general policy making or decision making in the village government, and also it has the responsibilities of electing VC members after every five years. Furthermore local government act No.7 of 1982 vests power the power to VA to approve or disprove the proposed by-laws and other village matters submitted to it by the VC.

According to local government act No.7 of 1982 VA is composed of any permanent resident of the village with 18 years and above at Mapogoro village the total number of residents with 18 years and above are 1376. The law requires VA to convene ordinary VA meetings at least once in every 3 months, also for any reasons VA can convene emergency meetings to discuss and make decision about any issue of extraordinary importance in the village. However in order for meeting to be conducted VA meetings are supposed to meet the required quorum of meeting.

4.1.1.2 Village Council

This is an executive organ in the village government, vested with all powers in respect of affairs and business of the village. The local government Act No 7 of 1982 provides VC among others to exercise the following functions:

- To oversee security and peace of the village
- To do all such things as necessary or expedient for economic and social development of the village
- To initiate and undertake any task venture or enterprise designed to ensure the welfare and wellbeing of the resident of the village

Furthermore VC is responsible for spearheading government policy and directives, the act provide the power to VC to decide on their own property such as land and enact village by laws.

According to local government Act No.7 of 1982, VC require to consist of not less than fifteen but not more twenty five members and normally the VC consist of VCP who is a chairperson of the VC, VEO who is the secretary of the VC and other ordinary members including hamlet chairpersons. The qualification for VC membership is that a member requires being an ordinary citizen attained the ages of 21 years old and also to be a member of household within the village and he or she, requires being a member of any political party and who at least has attained standard seven level of education.

VC meetings are required to be conducted at such times as it may determine and such intervals for effective and efficient management of affairs of the village, however the act also provide that the quorum of any VC meeting should not be less than half of all members of the council (URT,1982).

4.1.2 The influence of village government structure in decision making

4.1.2.1 VA statutory meetings

According to Local government Act No. 7 of 1982, VA meeting should be held at least once in every three months and it is through VA statutory meetings where the ordinary citizens have an opportunity to influence decisions in the village government. The findings through questionnaire administered to VC members and interview with other village leaders shows that only 3 VA meeting were conducted in the village and other VA assembly meeting that were supposed to be done were postponed by village chairperson because the quorum of attendance required were not reached. According to questionnaire administered to VC members 90% of VC members indicated those VA meetings were postponed more than once because the quorums of meeting were not reached. For instance during the month November only 100 villagers out of 1376 villagers attended VA. However according to interview with village leaders there is a time were VA is conducted without observing the quorum of attendance. This can be evidenced by village meeting minute of 7/05/2016 where only 218 villagers attended the VA. Therefore failure to conduct statutory village assembly as required by the law and also conducting village meeting without observing the quorum of meeting required leads to ineffective decision making in the village government.

4.1.2.2 The Power of VA in decision making

VA is a supreme organ, which means that, any decision made in the VC requires approval in the Village Assembly. Despite that the act recognize VA as supreme body of decision making in the village government, however the findings through documentary review show that VA lack legal power to hold VC members particularly VCP and VEO accountable without consultation with DED and DC.

The findings from documentary review are also supported by face to face interview with DED when asked to explain the power of VA in decision making, as per the following quotation: *“You know VA lack sufficient power to hold VC members accountable, and even if VC members do not attend statutory VC meetings as required, VA do not have power to take disciplinary measures to VC members”*.

4.1.2.3 Village council meetings

According to the local government act No.7 1982 VC members are required to participate in the whole process of decision making through attending VC statutory meetings.

The findings obtained through interview, questionnaires and minutes reviewed in the village records show that, VC meeting attendance ranges between average and poor attendance. According to records reviewed, the attendances during rainfall season usually are very poor compared to dry season, for instance attendance in the VC meeting on 28th June 2016 were 22 and also on 27th September 19 VC members attended the meeting. However during the period of December to February VC meeting were postponed more than 3 times because of poor attendance, attendance records for VC meeting that was supposed to hold in January indicated that, only total of 8 VC members among 25 members attended thus the VC chairman decided to postpone the meeting. In an interview with VEO he said:

Poor VC meeting attendances is one of the great problems that affect village government decision making, because we expect VC members to attend VC meeting in order represent the problems of the villagers. Imagine one member of VC had never attended even one meeting since he has been elected.

Respondents who indicated VC meeting attendance as poor counted for 65% while those who argued for average attendance counted for 35%. From this level of attendance it is obvious that the attendance were never attained at 100%. VC member's contributes the views before decisions are made thus failure attend VC meeting means less representation and involvement of majority members and this impedes decision making in the village government because the important ideas and views that could be provided by absentees are missed.

Local government Act No. 7 of 1982 provide power to VC to regulate its own proceeding and may for that make by –laws governing its procedure.

4.1.2.4 Village council meeting rules

According to Local government (District Authorities) Act No.7 1982, the VC as an executive organ and democratic tool for decision making in the village has to meet once in a month. However, the extra ordinary meetings are sometimes held to discuss emergence issues. The findings obtained through questionnaire and interview show that, several times VC meeting were postponed due to extremely poor attendance, as the law (Local government (District Authorities) Act No.7 1982) section 105 provides that *“the quorum at any meeting of the Village Council shall not be less than half of all the members of the Village Council.*

It emerged from the findings, for instance that, from the period of January to March, at least 3 VC decision making meeting in the village were supposed to be held. However only 2 VC meeting were held, additionally during February month VC meeting were postponed more than three times because the required quorum of the meeting were not reached due to extremely poor attendance of VC members. In this regard, the structure that guides village meeting may hinder or facilitates decision making in village government. The findings obtained reveal that few meetings were conducted in the village and also those meetings were conducted without following required quorum, which in turn led to ineffective decisions making as majority views of other members are not presented.

4.1.2.5 The power of VC in decision making

The findings obtained through documentary review and interview with village leaders indicated that, VCs have been given the power to make village by-laws. This is provided in section 163 of Local Government (District Authorities) No.7 of 1982. However, the findings obtained through in-depth interview with VEO show that, the power that VCs and VAs have in making by-laws is not sufficient because in order for the by-laws to be made, the proposed by-laws have to be forwarded to the district council to be discussed by councilors and thereby be approved to be used as by-laws. In this case, decision making becomes ineffective because some of the village councilors' proposals are omitted and the village government is not told why

their proposals are rejected. In this case, ability of village government to make effective decision making are constrained. In supporting to that argument VEO remarked that:

You know village government is seen as capable of making their own by-laws, this is only seen in the books but in actual sense, things are different because we as VC may decide to pass certain by-laws but we cannot use it as by laws unless it has been approved by the district council, and sometimes our proposal are rejected and no feedback or reasons why they had rejected. This impedes the process of decision making in our village.

The findings revealed that, local authorities (village government in particular) are not afforded power to make their own policies and plans in response to their local needs of their localities. In this case local authorities are required to follow central government policies and plans because they are semi-autonomy government. For instance, when village governments have an education plan, the law requires that such plan have to be approved by the minister of education. This can be evidenced in local government Act No.7 of 1982 section 110 and 148 respectively stipulate that:

The minister may, if he considers necessary in the public interest so to do, give to any Village Council a direction of general nature and the council or Village Council in respect of which they are made

And

Every district council may, subject to this Act and any other relevant written law and subject to the consent of the minister make by-laws.

In regard to above argument, certain matters can be better planned locally and be interfered by central government. Therefore legal framework in this case impedes decision making and consequently may lead to village government ineffective decisions.

The act also recognizes VEO as chief executive officer of the village government, who administer day to day activities of the village. He/she is also a member of VC.

The findings from documentary review show that VEO is more responsible to district council rather than village government and therefore VA lacks mandate or power to take disciplinary action against VEO in case VEO is not accountable. One of respondents (villager) commented that during an in- depth interview:

Several times our VEO has been involved in miss-using our village resources such as land, and even financial resources for private gain, for example recently we heard some people have been given hectares of land without notifying us as villagers. And we face difficult time to make him accountable because he is employed by the government.

In this case, the VA has no direct power to take disciplinary action to VC members particularly VEO, and therefore decision making become ineffective because VC members perform their duties as business as usual and no fear to be disciplined.

4.1.2.6 Composition of VC

The findings through in-depth interview with village leaders (VEO and VCP), showed that the village has 25 VC members and four among them are opposition parties. According to VEO composition of members in the VC from different political parties creates conflicts during VC meeting because VC member from each party wants to fulfil their party interest and even when the decision made democratically, still the problem continue at the implementation stage of decisions, this is one among other factors through which decision making at Mapogoro village are ineffective.

Also the findings through interview conducted with villagers indicated that 60% of villagers argued that politics in the village government and the villagers themselves has been an impediment towards effective decision making in the village. In support to above argument, one villager from hamlet that has large number of opposition party followers had the following say:

Some of our village leaders mix their political affiliation and development issues and this is the most serious problems to our village in process of decision making, you can see in our hamlet (Kitanewa) the village government together with cooperation of ward councilor do not give us priority in allocating village project for instance recently the village implemented construction of irrigation scheme, our hamlet were not part of that scheme constructed simply because it is an area with large number of opposition followers.

It was also revealed through in-depth interview with VEO that decision making process in the village government is faced with conflicts because of misunderstanding between village leader employed by district authority that is VEO and other politically elected leaders such as village chairperson and Hamlets chairpersons this is because there is a time each group feels superior than the other. In support to these findings VEO had the following say during in-depth interview:

Often village politically elected leaders tends to disturb decision making process and they regard themselves as superior, simply because they have been elected by citizens (villagers) and they represent their voice in the village government. But they forgot that we are also public servants employed by government, they usually force their views to be taken even if they are wrong.

4.1.2.7 Rules and procedures of VC decision making meetings

According to information obtained through questionnaire administered to VC members and interview with the VEO and VCP, it emerged that, VC decision making meeting is done through certain procedures; first VC chairmen is supposed to read the meeting agenda to VC members, thereafter the discussion of the agenda follows. At this point, all VC members are supposed to be given opportunity to air their views. Lastly VC members have to pass resolution or decision. In this procedure, VC members are required to vote on a particular matter that has been discussed by the council. Those who agree raise their hand as a democratic process. In this case majority vote will be the decision of the VC. 90% of all VC members

who filled questionnaires agree that those are procedures in order to have effective decision making.

However, an interview with VEO indicated that, the process of discussion for decision making in the VC entails other members who have their own self-interest and thus VC could make decision for which some may not be happy and consequently decide to go against the decision of the VC. For example, the VEO had the following say during the interview.

During VC meeting discussion, some VC members try to penetrate their personal agenda/interest in the meeting. And even if VC pass certain decision on certain matters those members continue to be against the decision that has been agreed by majority members of VC and they may go further more by providing false information of the VC meeting to the villagers.

In this case, the situation predicts conflict between VC members and also conflicts between VC members and the villagers and may leads to ineffective decision making.

4.1.2.8 Reasons of VC meeting

VC meeting are supposed to be held once in a month and in case of emergency an extra ordinary meeting can be held (Local Government Act No.7 of 1982). The findings from the study reveal that meetings are held according to laws or regulation. Responses from interview and questionnaires administered and records from the VC meeting minutes show that, meeting are held not only when there is an agenda to discuss on income and expenditure report but also other agenda like planning for village development such as setting plan on contribution for construction of secondary teacher's houses, preparing village by-laws and village security issues. However, 10% (2 VC members out 20) revealed that there is a time where VC statutory meeting are not held especially when there is a difference between income and expenditure unless they receive order from the district authority or get pressure from the villagers. In this case, failure to recognize the importance of statutory

meeting infringes the role of VCs in spreading decision making on behalf of majority who are the villagers.

4.1.2.9 Guidelines/Directives

These are recommended practice or information provided by superior organ to advice junior organ or people on how something should be done. The findings obtained through in-depth interview with village officials (VEO and VCP) indicate that, lack enough power to identify their needs and priority. Even when the village government identifies some of the priorities, they usually face implementation challenges because of financial constraints. According to village officials, many village decision making regarding development projects are done at the district level and few priorities identified at the village government in VA sometimes their proposal are rejected at the district level and the district authority provide guidelines on the implementation of another different project. For instance VCP argued the following during in-depth interview:

We as village government identified Dam construction as priority project in our village in order to conserve rain water for irrigation; however we are surprised that the district council has decided to continue with construction of irrigation scheme before Dam construction; and it is useless because we don't have enough water for the irrigation scheme

In line with the above argument VEO remarked that:

Sometimes we as village government receive guidelines of readymade decision or guidelines of what have to be done and required to write reports and provide feedback to the district council on the progress of various development projects. Because of these guidelines, villagers at VA fail to question even when things are going wrong and leads to ineffective decision. And worse villagers are discouraged to attend VA meeting because they say how I can attend VA meeting identify dam as priority but when it goes to the district council the remove and put their own priority.

4.2 Level of participation of villagers in decision making

This is the second specific objective of the study. It focused to find out how villagers participation in village government, particularly in the village assembly, influence decision making in the village. According to Local government Act No.7 of 1982, residents with 18 ages and above the ones required participate in VA decision making meeting, the findings from Mapogoro village records indicate that villagers with 18 ages and above are 1376, however findings obtained from the village meeting minutes and interview with interview with village leaders shows that number of villagers who attend VA meeting is very low, for instance in the VA meeting of 7th may 2016 only 218 among 1376 villagers attended the meeting and also in the VA meeting of 2nd July 2016 only 179 among 1376 villagers attended the meeting. Participation in this study was seen in two levels, namely the attendance in VA and the way villagers participate in agenda discussion through opinion giving.

4.2.1 Attendance in the village assembly.

Since VA is the highest organ of decision making in the village government and through VA ordinary citizen have a room to influence decision in the village government by contributing their views before decision are approved or disapproved by VA. The findings obtained through in-depth interview from the villagers show that VA meeting attendance ranges between poor to average. In most cases, VA meeting are postponed due to poor quorum that is required for VA meeting to be done and sometimes the villager leader continue with opening meeting despite poor quorum of attendance. According to findings, 60% (9 villagers) of respondents replied that VA meeting have been postponed more than once for poor quorum and 40% of respondents argued that usually meeting continued despite the poor quorum. The findings from the study revealed that poor attendance in VA meeting is caused by several reasons mentioned during in-depth interview (villagers:

4.2.1.1 Poor communication

Poor communication between village government and villagers on the intention to held VA meeting. The findings indicated that village leaders do not use proper ways to provide notification or information to villagers on the intention to call meeting. It

was noted that 80% of the villagers interviewed argued that they fail to get notified earlier about the date and time VA meeting. Usually Mapogoro village government communicate with their villagers through the use of trumpet, according to villagers trumpet (Mbiu) is the common means of communication used by village government to notify villagers on the intention of calling village meeting, however villagers argued that this means of communication is not effective because communication is not done in a right time, in most cases communication is done when villagers are far from their homes attending their agricultural activities.

With support to that argument, one villager replied the following during in-depth interview

We often fail to receive early information on the intention of VA meeting. Usually the communication of the intention of VA meeting expected to be done is provided during day time or evening time because this is the time most villagers are available to their home instead of notifying us while we are in a sleep or early morning where many villagers found not available at home because of attending agricultural activities.

4.2.1.2 Long geographical distance of some hamlets

The findings revealed that, Mapogoro village has 7 hamlets and 4 hamlets out that are located far from village government offices where VA meeting are done. In this regard villagers located from far hamlets do not attend several VA meeting because they are not motivated to walk long distance. The findings obtained from reviewed VA minutes indicated that 70% of villagers who do not attend VA meeting are from far hamlets. One respondent from Kitanewa hamlet (far hamlet) who never attends VA meeting at all was interviewed and had the following remarks:

Our village is scattered and it is difficult to attend VA meeting, the case is even worse during rainfall season because the infrastructure such as road and bridge are not friendly to us who are leaving far from village government where meeting are usually conducted.

4.2.1.3 Lack of village leaders' commitment

According to information obtained through interview with villagers indicated that 86% (13 villagers) argued that village leaders are not committed in calling VA meeting. This can be indicated when village leaders notify villagers on the intention of VA meeting and before the day of the meeting village leaders decide to postpone. For instance during the period of December, village leaders postponed VA meeting date more than 3 times. With this situation villagers are demoralized to attend VA meeting and this will lead to poor attendance and few contribution and consequently lead to ineffective decision making in the village government.

4.2.1.4 Villager's awareness on VA meeting

This is also another reason for poor attendance of villagers in village statutory meeting. The findings from face to face interview with villagers and leaders indicated that ignorance among villagers play a vital role in making villagers fail to appreciate the values of attending village decision making meeting. It was noted that, many villagers lack civic education and therefore they fail understand the values of attending VA meeting. This was put forward by 6 villagers and 2 hamlets chairpersons. Because villagers lack of awareness that VA meeting is the forum where villagers have ability to influence decision by providing their own views, the decision making in the village government become ineffective.

4.2.2 Villager's participation in agenda discussion (giving pinion)

According to Local government Act No.7 of 1982, all adult members who reside in a particular village are the member of VA. VA is headed by chairperson. Before Village chairman provide opportunity to VA members to air their views on the agendas of the meeting. Chairman will have to read and present agenda of the meeting to the villagers. The findings from the study indicate that, majority of respondents (villagers) interviewed commented that the opportunity of villagers participation in agenda discussion by providing opinion was very narrow. With the support of this argument they mention the following are reasons for poor chance of villager's participation in giving opinions/ views in VA:

4.2.2.1 VA meeting agenda circulation

Responses on interview administered to villagers show that, village members are partially informed about the agenda of the meeting and they are sometimes totally not informed especially in extra –ordinary or emergency VA meeting. The study revealed that, 9 (60%) village members of 15 villagers who were interviewed argued that they usually identified agenda of village meeting in the meeting venue and 6 villagers commented that meeting agenda are identified and known easily one day before or the day of the meeting.

Early village meeting agenda circulation to villagers will help them to prepare well to air the views and contribution in the process of decision making. However poor/late agenda circulation to village members have eventually led village government to ineffective decision making in the village meeting because of unpreparedness of the villagers.

4.2.2.2 Few opportunity of giving opinion

Usually village leaders provide few chances to village members to contribute or air their views during discussion of agendas in the VA. In this regard views and constructive ideas that could be raised by majority of villagers who are not given opportunity. This is an indication of arriving at ineffective decision making. One of the villagers had the following to say during in-depth interview

“Several times, during village meeting village leaders use a lot time deliver speech to village members and the few minutes before meeting is closed is where we villagers are given opportunity to air our views”

4.2.2.4 Difference in political affiliation among villagers

The findings from the study show that, villagers belongs to different political parties and this create conflicts during village meeting because certain villagers provide their views and ideas in favor of their party interest leading conflict and violence in the VA and in this case consensus in decision making during VA is not archived leading to ineffective decision making. During one of the VA meeting VEO tried to caution villagers to be attentive and avoid violence during VA because the village government will not tolerate that situation any more, VEO commented that:

Violence in the village meeting has been noticed to be one cause of poor attendance of villagers in VA because other villagers do not see the importance of attending VA where violence persist and in this case majority of villagers become unable to submit their social problems and also do not provide their constructive views village meeting discussion.

4.2.2.5 Freedom of participation in giving opinion

The findings show that, in some cases there villagers were not free to participate during VA meeting discussion for decision making. This is because usually villagers fear threats from village leaders, that is, when someone who may seem challenging village government may face some troubles. The findings also indicate that, the chairman provided chances of contributions to prominent and influential villagers only. Some complaints from villagers show that, village leaders prepared people who will be given opportunity to air their views during VA discussion. This was put forward by 13 (87%) villagers during in-depth interview. Under normal circumstances if one person decides for the group without considering contribution from other village members, the result in most cases are ineffective decision. The case is the same when the chairman gives more chances to influential village members during VA discussion that the decision made becomes ineffective.

4.2.2.6 Emergency meeting

The findings from the study show that, majority of villagers do not participate in issues related to project established in the village because there is not commitment in giving early notification to villagers on the intention of calling the meeting in most cases meeting are called on emergency bases. One of the villagers remarked that; *“village meeting are called on emergency, in this way how can I participate properly and contribute in decision making in the village meeting?.”*

4.3 The influence of village leadership in the village government decision making

The third specific objective of the study focused on looking at leadership and its influence on village government decision making.

Village leadership is one of the important aspects in decision making in the village government. The findings from the study show the following leadership aspects which influenced decision making in the village where the study was conducted

4.3.1 Communication /Information sharing

It is expected that good leaders should be transparent, good communicators and source of information among themselves and to the people they lead. Response obtained from the interview with villagers show that, village leaders were not cooperative enough in provision of village information to villagers and even among village leaders themselves. During in-depth interview with 15 villagers, 5 villagers(33%) commented that village leaders shared information to villagers as expected, and 10 villagers (67%)argued that there were weaknesses in sharing village information particularly revenue and expenditure reports. One of the villagers commented the following during an in-depth interview:

Our village leaders are not open, they do not provide proper information and clarification on revenue and expenditure reports; our village has got village investors who have been given land for investment, for example communication company, however the village leaders do not provide exactly information on revenue collected from those investors and they still want us to contribute 5000/= for laboratory construction and secondary teachers houses this is not acceptable!.

The findings also revealed that, there is poor information sharing among village leaders. Responses from 2 villagers show some cases where, VA meeting was called by VEO at time when the VCP had no information, which suggests poor information sharing. This is further evidenced by one villager who commented that:

Sometimes you can see VA meeting is called by VEO while VCP has no any information that VA has called in village and we as villagers may decide not to attend because VCP is our leader who has been elected by ourselves and if he is not aware of that VA meeting is called, thus we may also not attend such meeting.

4.3.3 Accountability

This is the leadership trait, referring to the obligation of an individual or organization to account for its activities or task. The findings from the study through in-depth interview with villagers indicated that, village leaders are not doing their responsibility they have been assigned. This was a response from 75% (11) of respondents. Villagers also argued that, village leaders they are not answerable to what they are doing; for instance village leaders do not apologize to their villagers the moment they commit mistake in the processes of decision making.

This can be evidenced by information from village meeting minute of July 2nd 2016 that indicate that there was a lot of complain from the villagers who are also TASAF beneficiaries that they did not receive their money, VC meeting was summoned and decided to call village TASAF committee to understand why TASAF beneficiaries did not receive their money. However the feedback of complains from the villagers were not provided by village leaders.

It was also revealed that village leaders (VCP, VEO and VC members) are not obliged to their task because they are not motivated and sometimes they do not attend statutory VC decision making meeting. According to VEO and VCP the village is economically unable to provide sitting allowances to VC members, in support to that argument VCP commented that:

Village chairman, Hamlet chairmen, and other VC members we are doing difficult work in the village but none of us except VEO receive no salary or even VC meeting allowance. In this case village leaders are being attracted or tempted in stealing village resources like land, corruption tendency and other embezzlement of fund.

Also the information from questionnaires administered shows that 99% of VC members are not motivated to attend VC meeting as part of their duties because they are not motivated. Moreover interview with VCP the issues of motivation was put forward, during face to face interview VCP commented that;

At least VEO are employed by government and he receive monthly salary, to me agriculture is my only employment and therefore to attend VC meeting and use a lot of time discussing about village affairs with no allowance I better take my hand hoe and go to farm to search food for my family.

However the information obtained from an interview with DED show that, district authority provides monthly allowance to VEO and VCP in case the budget allows. According to the DED, the district authority usually encounters budget deficit which makes it difficult to provide motivation to Village leaders (VEO, VCP and other VC members). In this regard no budget is set to motivate VC members during VC meetings like provision of meals and sitting allowance. Due to this fact, village leaders do not attend such meetings and even the few who attend do not concentrate in VC decision making that makes the decision making ineffective.

4.3.3 Trust

To push forward village government development plans or decision making in the village, village leaders need to be trusted or need to win trust from villagers of different categories.

Responses from the in-depth interview with villagers indicated that 85% of villagers had low level of trust towards village leaders due to the problems of lack of transparency particularly in revenue and expenditure reports, village leader's involvement in corruption tendency and embezzlement of village resources such as land. Because villagers lack trust to their leaders, village leaders also find themselves in a difficult time to mobilize and convince village members in development of the village and consequently this contribute to ineffective decisions.

In support to above findings, one of the villager during VA meeting conducted in July 2nd 2016 had the following say, in his contribution about construction of secondary teachers houses at Idodi, where each villager were required to contribute 5000 shillings:

We are ready to contribute 5000/= for construction of secondary teachers houses, but before we do that we want ward leaders (Ward Executive Officers), Headmaster of Idodi secondary school and Councilor to come to our village because we have some questions that require their answers.

The findings show that, villagers do not trust village leaders and therefore require some clarification from the ward leaders before they pass a decision to contribute for secondary teachers' houses in the ward school.

4.3.4 The influence of political leaders

Village leaders are coming from different responsible authority. While the VEO is responsible to DED, VCP and Hamlets chairpersons are elected through political and democratic process by the people and they are responsible to the people as well. During data collection, it emerged that the DED who is one of respondent, indicated that VCP and Hamlets chairpersons were elected from among political parties and they usually wished to serve the interest of their electorates and the parties they come from. In relation to this, the VEO is a public servant with identified job description and who is also responsible to the district authority (DED). The role contradiction among village leaders tended to create confrontation during discussion before making decision.

According to the DED, politically elected leaders tend to have their own identified agenda in VA meetings. This also means that, VC meetings are also political. Moreover, the interference of councilors with his or her own agenda during VA meeting and a lot of time is lost by allowing them to air views leaving intended VA agenda incomplete.

Also the findings obtained through interview with DED indicate that, village leaders who have been elected by people become reluctant to implement village by-laws because of fear for loosing votes in next election.

...Except for VEO who is employed by the District Council, other village leaders VCP and other VC members are politically elected, and there is a

time village leaders are required to administer and take actions in the process to implement village by laws but most of them delays to take actions because they fear to lose their followers and votes in the next election.

In this case, politics create confrontation among village leaders and villagers and hinder effective decision making in the village government.

CHAPTER FIVE

DISCUSSION OF FINDINGS

5.0 Introduction

This chapter presents a discussion of the findings. This chapter is divided into three main parts. The first part presents discussion on the structure of village government and its influence on decision making. The second part shows the level of participation of villagers in decision making. The last part explains the influence of village leadership on decision making.

5.1 The structure of village government and its influence in decision making

Structure refers to broad system of policy and laws as well as rules that govern decision making process (Gaventa, 2002). From the study, it was found through documentary review and face to face interview with DED that VA is the supreme organs in the process of decision making in the village. It has the power to approve or disapprove any decision making proposal submitted by Village council (URT, 1982). Additionally, A lacks power to hold VC member particularly VCP and VEO without consultation with district authority. This finding implies that, village government legal framework is not always sufficient to ensure effective decision making because in case village leaders or VC are not accountable, VA do not have enough legal power to take disciplinary action.

Furthermore, the findings obtained from village officials indicated that village government (VA&VC) have inadequate legal power in the process of decision making; for instance in making village by-laws the procedure require village government proposed by-laws to be forwarded to the district council for discussion and thereby be approved or disapproved and the moment their proposed by-laws are disapproved village government are not given the feedback and reasons for rejection of the proposed by-laws. The findings means that, the district council has the most power in the process of decision making in the village government mainly because the legal framework do not sufficiently guarantee decision making. This was also discussed by Eriksen (1997) who stressed that, the district councils in Tanzania have

most power and usually take responsibility for planning and implementation of development of the projects, physical planning, trade and provision of services.

Moreover, the findings from documentary review and in-depth interview with DED showed that LGRP does not provide power to village government to manage their financial human resource. All these aspects end at district level. Forinstance, the policy allows the district level to sends staffs in the village government. Furthermore, the village government does not have financial autonomy as they act as agents for collecting revenues and send it to the district authority. It was also remarked by Shivji & Peter (1999) that village councils and assemblies under LGRP may have some the power to raise tax and enact by laws, however these must be approved by the district council. The village government decision making are constrained by poor human resource and financial management policy; forinstance, 20% of revenue received by the village government from the district authority may not be enough or be disbursed late. This can affect the implementation of decision making in the village and consequently lead to ineffective decision making in the village government.

The research result also showed that, sometimes the village government received directives from the district authority about implementation of readymade decision at the top-level. This means that, village leaders will be more accountable to the top authority rather to the village government, which results into ineffective decisions by the village government. The findings concur with those of Warioba(2012) who commented that the top down approach of decision making makes village leaders at the lower local government levels (village government) miss to understand their roles and responsibilities resulting in less accountability to the local people. Therefore the policy framework of decision making impedes decision making at village government as it does not offer enough power to village government to identify their priority and implementation of their decision.

Local government Act No.7 of 1982 require the composition of VC provides a opportunity of VC members in the village government to be elected from any political party and findings from the study shows that at Mapogoro village , the VC

composes of 25 VC where by four (4) members among them are from opposition party. This composition has been a source of conflicts among VC members because each member would like to fulfil their party interest and this constrains the process decision making in the village, also miss-understanding between village leaders employed by the government and leaders elected by the citizens creates conflicts during decision making process in the village government. These findings are in line with study conducted by Bruce (2014) who noted that public executives have their hands full dealing with political pressures, while making decisions on implementing public policy in the environment where resources are constrained and also it is difficult work that require leadership skills in navigating a political environment which many forces seek to influence decisions. Thus pressures from politicians caused by the desire of politicians to mistrust public executives. Therefore the structure of village government composes of diverse leaders from both politicians and technocrats that creates conflict during decision making process and in that case impedes the decision making in the village government.

5.2 The level of villager's participation in decision making

The presence of statutory village assembly in the village is stipulated by the Local government Act No.7 of 1982. Village assembly helps villager's engagement in decision making process and in the meantime the village assembly helps to enforce leaders to take into account leaders and fulfill their responsibilities.

According to Local government Act No.7 of 1982, village assembly should be held at least once in every three month. It is through the village assembly where community members (villagers) have an opportunity to participate in decision making in the village government. The World Bank (2002) stresses that, participation give opportunity of stakeholders influence and control the development of the common orientation, decision making power and influence of the resources.

The study revealed that, villagers' attendance in the village assembly is poor; up to 60 % of respondents argued that, more than once VA meeting were postponed because the quorum required for meetings were not reached. This means in some cases that, VA meetings are not held as required by the law (at least one in every

three months). This means that villagers lack opportunity to provide their own views in the process of decision making. Otherwise, 40% of villagers interviewed in Mapogoro village indicated that VA meeting continued despite the fact that quorum of meeting were not reached. This implies that VA meetings is tended to be conducted and attended by few villagers, which means less representation and involvement of majority in giving opinion. Because of poor attendance in VA meeting, the room for majority views that could results to effective decision making in the village government are reduced and consequently leads to ineffective decisions.

The findings of the study also indicated the reasons that contribute to poor VA meeting attendance in Mapogoro village, such reasons included poor communication between villagers and village leaders, long geographical distance some hamlets, lack of villager's awareness about VA meeting and lack of commitment of village leaders in calling VA meeting. These reasons are not different from those identified by Gaventa(2002) who observed that, citizens participation in the local government decision making as being constrained by factors such corruptions and lack of accountability, conflicts between channel of participation and bureaucratic structure. This include poor communication, and lack of citizens mobilizations to participate in VA meeting.

Apart from attendance, participation was also analyzed in terms of villager's engagement in opinion giving during agenda discussion. The findings of the study indicated 90% of villagers interviewed viewed that villagers' participation in agenda discussion was very narrow; the rest (10%) argued that villager's participation in agenda discussion is good particularly in less serious agenda. The findings imply that, majority of villagers are not given the opportunity to provide their views or opinion during agenda discussion in the VA meeting and that few villagers who contribute in the village meeting are given such opportunity in less serious agenda.

In this case majority of the villagers are denied opportunity to participate in giving their views and thus few possible alternatives to decision making are developed in VA meeting leading to ineffective decision making, because constructive ideas that

could be raised by majority villagers are missed. These findings concur with those of Desario & Langton (1988) who stressed that, participation in the village meeting emphasizes individual opportunity to influence public decisions by allowing or giving majority chance to give their views in the process of decision making.

The findings of the study showed several reasons for poor participation of villagers in giving opinion during agenda discussion in the village meetings. Such reasons included few opportunities provided by village leaders to villagers to air their views, poor VA meeting agenda circulation, freedom of participation during agenda discussion and political affiliation. Devas & Grant (2002) in their study of decision making and people participation they also revealed that villagers leaders perceive participation of villagers as a threat to their autonomy and thus they decide to reduce the freedom of citizens participation in opinion giving in VA meeting fearing to be challenged. They also mentioned other reasons for weak participation of villagers in the village meeting as lack of participatory skills and techniques among village leaders and VA meeting meets very rarely.

5.3 The influence of village leadership in the village government decision making

Leadership is the process by which a person influences others to accomplish an objective and direct the organization in a way that makes it more cohesive and coherent (Sharma & Jain, 2013). However, there are traits that can influence our action; these are called leadership traits. Examples of leadership traits are such as communication, transparency, accountability and trust.

In regard to village government, village leadership is made up of Village Chairperson (VCP), Village Executive Officer (VEO) and sub-village/Hamlets chairperson who are also member of Village Council (VC). VCP is elected from among villagers by the villagers themselves and he/she is a top leader of the village, VEO is employed by the district council and Hamlets chairpersons are elected by the villagers as VCP. The relationship between village leaders (VEO, VCP and VC members) in the village government influences decision making as discussed hereunder.

Communication/Information sharing

The findings from study with a composition of 67% of villagers revealed that, there were problems in communication /information sharing at Mapogoro village because village leaders do not provide open information about revenue and expenditure. Therefore the findings of the study imply that, village information such as revenue and expenditure reports are not communicated to the villagers earlier through notes board. The tone of this study requires that, the VA meeting has to give villagers an opportunity to scrutinize revenue and expenditure reports and have something to contribute during village meeting. Evidence from the responses indicates how this tended to demoralize villagers to provide their contribution for village development and thus affect decision making in the village government. Poor information sharing and communication among village leaders at Mapogoro village implies that, village leaders lack team work and collective decision making among leaders and consequently leads to ineffective decisions in the village. This was also discussed by Wakasangula et al. (2015), who commented that, a good leader is expected to be transparent, good communicator through various sources of information to people. These will ensure effective decision in the village government.

Accountability

The study has found that, 75% of respondent form the ordinary villagers argued village leaders (VEO, VCP and VC members) are not obliged to their assigned task. According to research findings, village leaders are not accountable to their responsibility because they are not motivated. It is therefore form these findings concluded that village leaders are inefficient in their daily tasks and these have negative influence towards decision making in the village government.

Moreover, the findings from the study indicated that village leaders do not provide feedback of villagers complains about many problems happening at Mapogoro village. This implies accountability of village leaders to provide information and answers about complains of the public is not seen in the village. Chaligha (2014) stressed that, government officials or leaders must be obliged to give and receive feedback regarding any decision making actions and without this accountability will

not be achievable. This implies that citizens have the right to find out which decisions are being implemented and the extent to which the program execution, failure to do so demoralize villagers to participate in the decision making village meeting. According to findings presented this phenomenon was not observed and in one way or another contributing to ineffective decision making at Mapogoro village.

Trust

Responses from in-depth interview with villagers indicated that, 85% of the villagers have low level of trust toward village leaders. The findings provide meanings that there is lack of transparency and accountability at Mapogoro village. This has accelerated low level of trust of villagers towards village leaders and village leaders' failure to win high level of trust from the villagers. In that regard where village leaders failed to win trust from villagers, this reduced the chance to have collective decision making in the village government because villagers do not trust their leaders. Low level of trust accelerates poor attendance of villagers in the VA meeting called by village leaders and because VA meetings are the forum where village government decisions are made.

CHAPTER SIX

SUMMARY, CONCLUSION AND RECOMMENDATION

6.0 Introduction

This chapter provides a summary of the findings presented in the previous chapters, followed by a conclusion of the findings and lastly gives recommendations for improving decision making in village government particularly at Mapogoro village in Iringa district council.

6.1 Summary

This study aimed at assessing factors influencing village government decision making at Mapogoro village of Iringa district. The study were guided by three specific objectives namely; to examine the structure of village government and its influence in decision making; to examine the participation of villagers in decision making at the village government; and to examine the influence of village leadership in the village government decision making. The study employed theoretical literature review, involving examination of key concepts like decision making, village government, participation, village leadership, structure of village government and the influence of different factors in the village government decision making.

The study employed purposive and convenient sampling techniques, whereby 38 respondents including 1VEO, 1 VCP, 1 DED, 20 VC members and 15 villagers were obtained at Mapogoro village. Three methods of data collection were employed namely; questionnaire, interview, and documentary review and the following are the major findings of this study.

The findings of the study indicated that, poor attendance in statutory to village meeting both VA and VC impedes decision making in the village government. In cases village meetings are held, they are conducted without observing the quorum of the meeting insufficient power of village government in the process of decision making particularly in making village by-laws, different composition of members in the VC such as politicians and technocrats creates conflicts leading to ineffective decision making. Additionally different directives from district authority provided to

village government hinder the village government ability to identify their priority and needs and thus contribute to ineffective decision making in the village government.

The study also revealed that poor attendance of villagers in decision making particularly in VA is a contributing factor for ineffective decisions in the village. Poor attendance is caused the reasons such as poor communication on information regarding VA meetings, long geographical distance of some hamlets, lack of village leader's commitment in calling VA meeting and lack villagers awareness about Village meeting. Apart from poor attendance, there was low level of villagers who participate in agenda discussion during VA meeting because the late circulation agenda, few opportunities given to villagers to air their views and lack of freedom of participation during agenda discussion.

Regarding the third objective of the study, the findings indicated that village leadership aspects like communication particularly on information sharing impede decision making in village government. Such impediments include lack village leaders accountability, influence of political leaders and low level of village leaders trust with the villagers, all these factors constrain decision making at Mapogoro village government.

6.2 Conclusion

Decision making is an important part for the success of an institution and there is time where decision making is difficult. The importance of village government as a government organ to ensure effective decision and the interest of villagers to participate in the process of decision making particularly through VA meeting has increased in recent times. As discussed in previous chapters, the study aimed at assessing factors that influence village government decision making.

In general the study showed that decision making at Mapogoro village are impeded by factors like, insufficient legal power of the village government in the process of decision making, Village government meetings both VC and VA are conducted without observing the quorum of meeting and different composition of village

government members that is politicians and technocrats leading to conflicts during decision making.

The study also has found that, decision making are constrained by the low level of villagers' attendance and contribution in the VA, poor communication and information sharing in the village government, lack of accountability and transparency, low level of village leader's trust with village community. Decision making at Mapogoro village are constrained by numerous factors as discussed in chapter 4 and 5 however, the village government is an important level of the government to ensure development of the country. Therefore measures should be taken to minimize or remove the effects of these factors that lead to ineffective decisions.

6.3 Recommendations

The recommendations presented in this section are based on the findings presented in chapter four and its discussion in chapter five. Since the general objective of this study was to assess factors that influence village government decision making in Iringa district council, particularly in a selected village (Mapogoro village). The recommendations focus on the actions to be taken in order to improve decision making at Mapogoro village.

Awareness of VA meeting

It is recommended in this study that, Civic education should be provided by village leaders, political leaders and central government to the villagers through various ways such as media like radio. This will help to increase awareness among villagers to understand the value of VA meeting on decision making, that affect their lives and possibly villagers' participation in VA will increase and people will have the capacity to control village government and ensure effective decisions.

Village government decision making powers

The findings have indicated that the village government has inadequate decision making power while district authority is the ones vested power of making decision particularly village by-laws. It is therefore recommended that bottom up planning or

bottom up decision making approach should also be emphasized to make village government be seen as necessary and therefore be able to identify their priority and be able make decisions about their priorities.

Politics in the village government

The findings have showed that politics in the village government (VC & VA) have been one of the factors that lead to ineffective decision making in the village. It is therefore recommended that politics should be eliminated in the village government and village government leaders such VCP and other VC member's posts to be announced like any other public service posts and any villager regardless of his/her political affiliation being able to apply. This will help to remove unnecessary conflicts resulting political differences among village leaders during decision making in the village government.

Accountability of village leaders

To ensure village leaders are accountable to the village government. DED should strengthen follow up to the village governments instead of keep staying in the office in urban area. This will help to identify village council secretaries and chairmen who neglect to perform their roles and if necessary strictly disciplinary measures be taken to them.

Attendance in the village meeting

It is recommended that there should be meeting allowance to VC members. This will help to address the problem of poor attendance among VC members in VC statutory meeting because with sitting allowance to VC members will motivate them to attend VC meeting and thus increase the level of participation and contribution of VC members towards achieving effective decisions.

Also village government should encourage villagers to be a source of agenda so as to influence and increase villager's attendance in VA meeting and be able to contribute in the process of decision making. This means that, agenda should not be set by VC only rather should be set altogether with consultation of villagers, this will ensure villagers are part and parcel of decision making in village government.

Communication/sharing of information

In order to ensure that there is smooth flow of information between village leaders and villagers and between village leaders themselves. It is recommended that, various means of communication should be used to provide information to the village community like displaying information on the notice boards, hamlets meeting, and provision of VA meeting announcement in the different places such as shops, market, churches and even in the hospitals. The dissemination of information about budget estimates, revenue and expenditure or land allocation in the village will help people to prepare well before VA meeting and have enough contribution for effective decision making in the village.

Policy implication

Decentralization policy which also led to LGRP of 1998 emphasizes community participation in deciding matters that affect their lives including planning and setting priorities. The study indicated that there numerous factors as village community do not participate in giving opinion or views in the process of village planning or decision making they rather participate in implementation of readymade decision or centrally made plans that did not include their priorities as a results of inefficiency in decision making implementation.

For that matter, district council and village government should ensure villagers' participation in giving opinion and setting priorities in decision making process. Also is a need for policy on local government to clearly state on the importance of providing training to village leaders particularly newly elected leaders such as VEO, VCP, and VC members in order to enhance effective performance of their roles and ensure effective decision making in the village government.

Moreover, because decentralization policy D by D have delegated wider power local government on planning and other functions, then to have village leaders who only knows to read and write will not be effective to ensure decision making in village government are properly in made, therefore there is a need for policy to clearly state on the certain level of education that village leaders require to have in order to ensure effective decision making in the village government.

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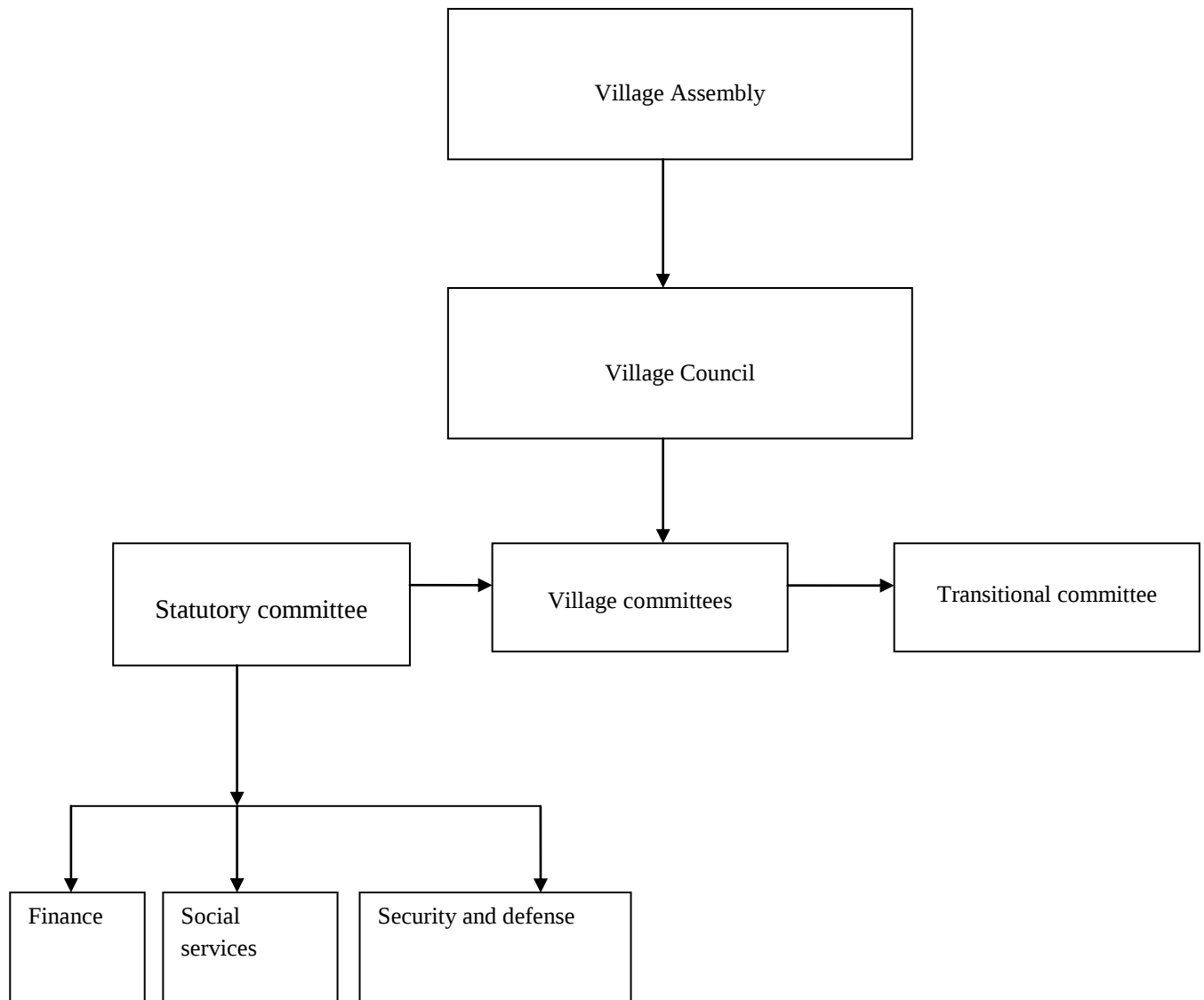
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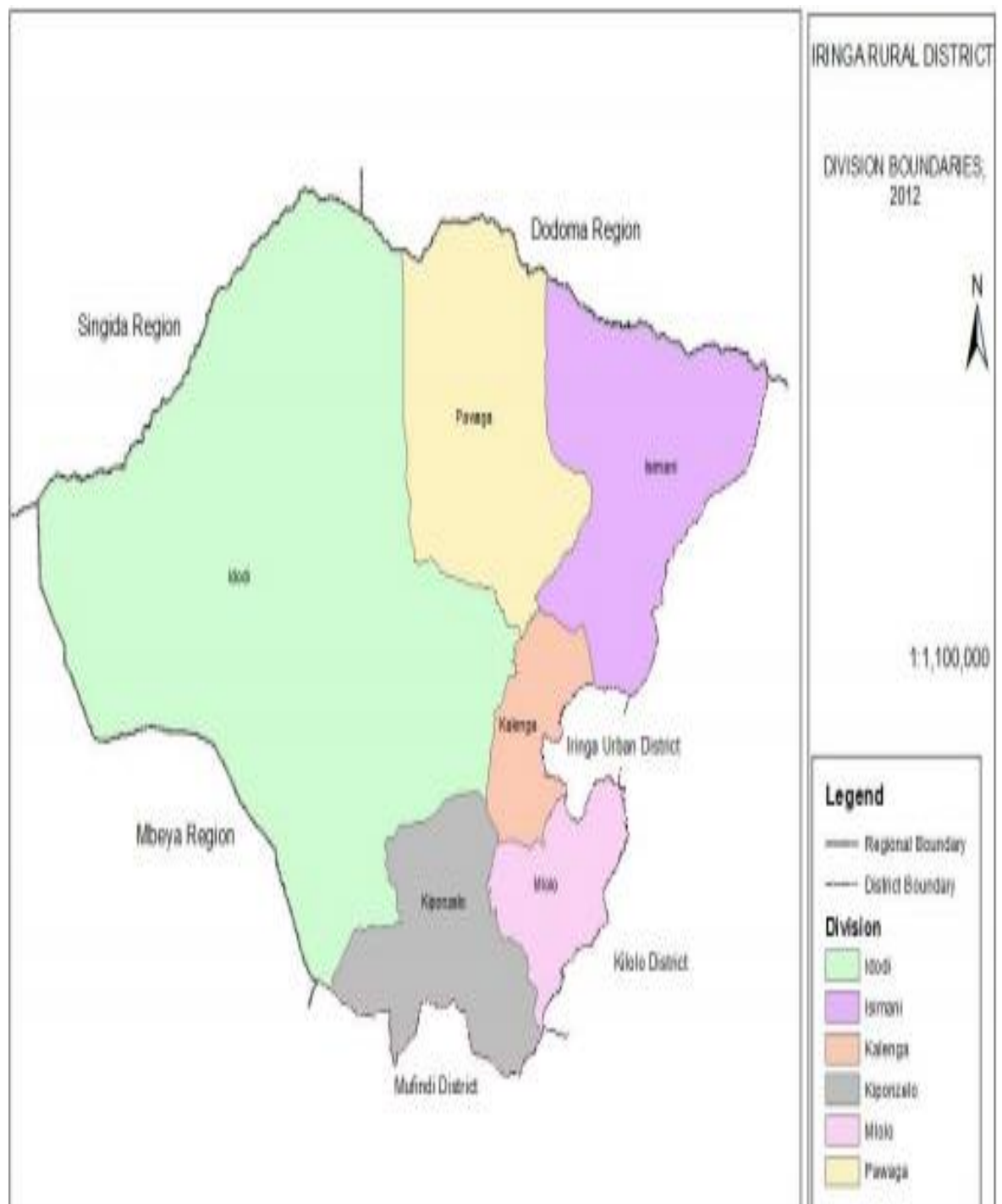
APPENDICES

APENDIX I : ADMINISTRATIVE STRUCTURE OF VILLAGE GOVERNMENT.



Source: (PMO – LARG, 2013)

APPENDIX II : IRINGA RURAL DISTRICT COUNCIL MAP



Source: (PMO – LARG, 2013)

APPENDIX III: DODOSO KWAAJIRI YA WAJUMBE WA HALMASHAURI KIJILI.

Mimi ni mwanafunzi wa shahada ya pili ya utawala wa umma katika Chuo kikuu Mzumbe. Nafanya utafiti wa tathimini ya sababu zinazopelekea utoaji wa maamuzi katika seikali ya kijiji. Katika zoezi hili naomba kupata maoni yako kuhusu masuala yanayopelekea au yanayochangia ufanyanyaji wa maamuzi katika serikali ya kijiji.

Hivyo ili kufanikisha zoezi hili unaombwa kujibu maswali yafuatayo kwa usahihi, kwa kuweka alama ya vema kwenye kiboma cha jibu sahihi na kujaza nafasi zilizoachwa wazi. Napenda kukufahamisha kuwa taarifa utakayotoa itakuwa ni siri na itatumika kwa makusudi ya masomo na si vinginevyo.

SEHEMU A: TAARIFA ZA JUMLA

1. (b) Idadi ya wajumbe wa Halmashauri ya kijiji.....

(c) Idadi ya vitongoji katika kijiji

2. Cheo chako

(a) Mwenyekiti wa kitongoji ()

(b) mjumbe wa kawaida ()

3. Muda uliotumikia katika cheo hicho kwa mfululizo

(a) Miaka 1-5 ()

(b) Miaka 6-10 ()

(c) Miaka 11 au zaidi ()

SEHEMU B: Ufanyaji wa maamuzi katika muundo wa serikali ya kijiji.

Taarifa kuhusu mikutano ya kijiji

7 (A). Ni mikutano mikuu mingapi ya kijiji ilioitishwa katika kipindi cha mwaka 2015/16

(a) Zaidi ya mara 4 ()

(b) Mara 4 ()

(c) chini ya mara 4 ()

(d) Hakuna ()

(B). Kama jibu lako ni (c) au (d) eleza ni kwanini?

i.....

ii.....

iii.....

8. Ni mara ngapi mikutano ya kijiji imeahirishwa kwa wajumbe kutotimiza akidi?

(a) Mara moja ()

(b) Zaidi ya mara moja ()

(c) Kila wakati ()

Taarifa za halmashauri ya kijiji

9. (A) Je vikao vya halmashauri ya kijiji inafanyika kulingana na kanuni?

- (a) Ndiyo ()
- (b) Nadra ()
- (c) Hapana ()

9 (B).Kama jibu ni nadra au hapana, eleza ni kwanini?

- i.....
- ii.....
- iii.....

10. (A) Je ni vikao vingapi vya halmashauri ya kijiji ulitakiwa kuhudhuria mpaka sasa?

- (a) Kimoja ()
- (b) Viwili ()
- (c) Zaidi ya viwili ()

(B) Je wewe umehudhuria mara ngapi?

11. Je hali ya mahudhuriio ya vikao ikoje?

- (a) Mazuri zaidi ya theluthi mbili ()
- (b) Wastani theluthi mbili ()
- (c) Hafifu chini ya Theluthi mbili. ()

12. (A) Ni mara ngapi vikao vimeahirishwa kwa wajumbe kutotimiza akidi?

- (a) Mara moja ()
- (b) Zaidi ya mara moja ()
- (c) Kila wakati ()

(B) Ni hatua gani zinachukuliwa kwa wasiohudhuria?.....

- i.....
- ii.....
- ii.....

(C) Je kuna sheria yoyote iliyotungwa na kijiji inayohusu mahudhurio?

- (a) Ndiyo ()
- (b) Hapana ()

13. (A) Je ni kipindi gani wajumbe wa halimashauri wanataarifiwa kuhusu kusudio la kufanyika kikao na ajenda ya kikao?

- (a) Zaidi ya siku moja kabla ya kikao ()
- (b) Siku ya kikao ()
- (c) Siku moja kabla ya kikao ()

14. Je ni mahari gani pa kufanyika kikao panaeleweka na kufikika kirahisi?

- (a) Ndiyo ()
- (b) Hapana ()

15. Je ni ajenda inayosukuma kufanyika kwa vikao vya halmashauri na mkutano mkuu wa Kijiji?

- (a) Kwa mujibu wa kanuni ()
- (b) Mapato na matumizi ()

(c) Msukumo kutoka ngazi za juu za serikali ()

(d) Sababu nyinginezo ()

16. Eleza ni utaratibu gani unatumika katika kufanya maamuzi ndani ya Kikao?

(a) Mwenyekiti na katibu huamua kwa niaba ya halmashauri ()

(b) Mwenyekiti hutoa nafasi nyingi kwa wale wazungumzaji sana kuchangia ()

(c) Mwenyekiti hutoa nafasi sawa kwa wajumbe wote kuchangia hoja. ()

19. Je unadhani Halmashauri ya Kijiji inaushawishi wa kiwango gani katika ufanyaji wa maamuzi katika serikali ya kijiji?

(a) Mkubwa ()

(b) Wastani ()

(c) Kidogo ()

(d) Haina ()

20. Je unafikiri ni vitu gani vinavyoshawishi au kuchochea utoaji wa maamuzi katika serikali ya kijiji?

(a) Uchumi, mafumzo/elimu, motisha na uongozi mzuri ()

(b) mafunzo/elimu na ushirikishwaji katika kufanya maamuzi ()

(c) Muda wa kutosha na taarifa ya kusudio la kukutana kufanya maamuzi.()

(d) (a), (b) na (c) ()

21. Ni katika hatua zipi unajisikia kwamba unashirikishwa?

(a) Kupanga malengo ()

(b) Kutekeleza malengo ()

(c) Wakati wa tathimini ()

(d) Yote (a) - (d) ()

22. Je mihutahari ya Vikao vya Halmashauri ya kijiji inapelekwa kwenye kata na wilaya kila mwenzi?

(a) Ndiyo ()

(b) Hapana ()

23. Kama hapana, eleza sababu zinazofanya mihutasari isipelekwe kunakotakiwa katika muda unaotakiwa.
- (a) Kutofanyika kwa vikao kwa sababu ya wajumbe kushindwa kuhudhuria ()
- (b) Kushindwa kuandaa muhtasari ()
- (c) Mwenyekiti kuogopa kuhofia kugunduliwa mapungufu yake ()
24. Je Kuna motisha yoyote inayotolewa wakati wa vikao vya halmashauri vinapoendeshwa?
- (a) Ndiyo ()
- (b) Hapana ()
25. Je ni matatizo /changamoto gani unapambana nayo kama mjumbe, mwenyekiti, au Mtendaji wa Kijiji katika majukumu yako ya kila siku?
- (a) Mwenyekiti na Mtendaji wa kijiji kutoitisha vikao ()
- (b) Wajumbe kutoitikia miito ya vikao ()
- (c) Vikao kufanyika bila kupewa motisha yoyote ()
- (d) mikutano kuingiliana na shughuri binafsi ()
26. Je umepata mafunzo yoyote yanayohusiano na majukumu yako ya kazi?
- (a) Ndiyo ()
- (b) Hapana ()
27. Taja mambo ambayo unadhani yakifanywa kazi na uongozi wa ofisi yako kuhusu namna ya kuboresha utaratibu wa kufanya maamuzi unaweza kuinua kiwango cha ufanisi.
- (a) Halmashauri ya wilaya iandae posho za vikao kwa wajumbe ()
- (b) Wajumbe wapewe taarifa muda wa kutosha kabla ya kikao ()
- (c) Mazingira ya kufanyia kazi wajumbe yaboreshwe ()
- (d) Serikali kuu iaandae utaratibu unafaakwa wajumbe wa serikali za vijiji. ()

AHSANTE SANA KWA USHIRIKIANO WENU.

APPENDIX IV: MUONGOZO WA MAHOJIANO NA MTENDAJI WA KIJILI NA MWENYEKIITI WA KIJILI.

UTANGULIZI: Utambulisho wa mtafiti

1. Je mikutano ya kijiji inafanyika kwa mujibu wa sheria na taratibu zilizowekwa?
2. Eleza taratibu na miongozo mbalimbali inayotumika katika ufanyaji maamuzi katika halmashauri ya kijiji na katika mikutano ya kijiji.
3. Hali ya mahudhurio katika vikao vya halmashauri ya kijiji na ushiriki wa wanakijiji katika mikutano ya kijiji ikoje?
4. Taja na fafaua mambo mbalimbali ambayo yanaathiri ufanyaji maamuzi katika serikali ya kijiji.
5. Je utaratibu wa kuwapata viongozi wa kijiji kwa njia ya kuchaguliwa kutoka katika vyama vya siasa unaathiri gani katika ufanyaji wa maamuzi katika serikali ya kijiji.
6. Eleza hali ya mahusiano baina ya viongozi halali wa kijiji na jinsi unavyoathiri ufanyaji maamuzi katika serikali ya kijiji.
7. Je ni kwa gani uongozi wa kijiji unawaongoza wanakijiji ipasavyo katika kufanya maamuzi yanayohusu kijiji chao. fafaua mbinu zinazotumika kuwafanya wanakijiji washiriki katika kufanya maamuzi katika serikali ya kijiji.
8. Ni changamoto gani zinazojitokeza katika ufanyaji maamuzi katika serikali ya kijiji?
9. Kwa maoni yako, nini kifanyike ili kuboresha ufanyaji maamuzi katika serikali ya kijiji.

AHSANTE SANA KWA USHIRIKIANO WAKO

APPENDIX V : MUONGOZO WA MAHOJIANO NA WANAKIJIJI.

Utangulizi: Utambulisho wa mtafiti.

1. Mikutano mingapi ya kijiji imeshafanyika katika kijiji
2. Unapataje taarifa ili uweze kushiriki katika ufanyaji maaamuzi katika mikutano ya kijiji.
3. Ni kipindi gani hutumika kutoa taarifa ya kusudio la mikutano ya kijiji? Na je ajenda za mikutano hiyo ya kijiji hutolewa mapema kabla ya mkutano husika?
4. Umeshawhi kutoa maoni gani katika mikutano halali maamuzi katika kijiji.
5. Ni vikwazo gani vinazuia ushiriki na utoaji maoni wa wanakijiji katika mikutano ya kijiji ya ufanyaji maamuzi.
6. Eleza nini kifanyike ili kiwango cha ushiriki na ushirikishwaji katika ufanyaji maamuzi kiongezeke katika kijiji.

AHSANTE SANA KWA USHIRIKIANO WAKO

APPENDIX VI: MUONGOZO WA MAHOJIANO NA MKURUGENZI WA WILAYA

UTANGULIZI: Utambulisho wa mtafiti

1. Serikali za vijiji katika wilaya yako zinafanya mikutano ya halali ya kisheria ipasavyo?
2. Eleza taratibu na miongozo mbalimbali inayotumika katika ufanyaji maamuzi katika halmashauri ya kijiji na katika mikutano ya kijiji.
3. Eleza ni kwa naman gani uongozi katika halmashauri ya kijiji unaathiri ufanyaji maamuzi
4. Unatambua je kuwa serikali ya kijiji (halmashauri ya kijiji) ina matatizo katika ufanyaji maamuzi. Na je unazisaidiaje za vijiji ili ziweze kufanya maamuzi yenye tija?
5. Ni mambo gani yanaathiri ufanyaji maamuzi katika serikali ya za vijiji?
6. Kwa maoni yako ni mambo gani yafanyike ili kuboresha ufanyaji maamuzi katika serikali ya kijiji?

AHSANTE SANA KWA USHIRIKIANO WAKO