

**PRACTICAL CHALLENGES ENCOUNTERED BY DISTRICT  
EXECUTIVE DIRECTORS ON PERFORMANCE IN LOCAL GOVERNMENT  
AUTHORITIES IN TANZANIA: A CASE STUDY OF SINGIDA DISTRICT**

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Dissertation Submitted in Partial Fulfilment of the Requirements for the Degree of  
Master in Public Administration of the University of Dodoma

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## CERTIFICATION

The undersigned certifies that he has read and hereby is recommended for acceptance by the University of Dodoma a dissertation entitled, *“Practical Challenges Encountered by District Executive Directors on Performance in Local Government Authorities in Tanzania: A Case Study of Singida District”*, in partial fulfilment of the requirements for the degree of Master in Public Administration of the University of Dodoma.

.....  
Prof. Davis Mwamfupe

(SUPERVISOR)

Date.....

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**I, Chacha Mackson Wambura,** declare that this dissertation is my own original work and that it has not been presented to any other University in a similar or any other degree award.

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## **DEDICATION**

This dissertation is dedicated to my prized parents, my father, Masabi Wambura, my mother Nyamarwa Kisiringyo and Mrs. Tasiana Z. Maingu.

## ABSTRACT

This study is about the practical challenges encountered by DEDs on performance in LGAs in Tanzania. The study was conducted at Singida District. The study involves a sample of 80 respondents. This sample has been derived by applying purposive, stratified and random sampling technique. The methods which were used to collect data are interviewing, questionnaire, discussion, documentary review and observation.

Purposely, the study objectives were analysed based on the study title. The data collected were analyzed through Statistical Package of Social Science (SPSS), version 16.0, whereby sum, frequencies and percentages were calculated as well as creating the tables and figures.

Apart from that, the study shows that there are different problems encountered by DEDs on performance in LGAs, these include; delay or inability to submit requirements returns or statement, lack of understanding clear lines of authorities and responsibility for management. Also, the study suggested that, various measures can be used to solve challenges encountered by DEDs on performance in LGAs. The strategies include the use of professional and technical knowledge, capacity building for staff, decentralisation, and introduction of the existing training programme for civil servants, and involve people in decision making.

Generally, this study concludes that, various approaches and principles of administration must be relevant to LGAs for effective development. This is because in third world countries, LGAs reform is important through D by D. Also, this study is very useful as it will be serving as a reference for as further studies and it is recommended that relevant study should be carried all over the country to study the magnitude on how they put into practice effective and sustainable measures.

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## LIST OF ABBREVIATIONS

D by D	Decentralization by Devolution
DC	District Commissioner
DCD	District Coordinating Director
DEds	District Executive Directors
HoD	Head of Department
LGAs	Local Government Authorities
MP	Member of Parliament
O & OD	Opportunities and Obstacles to Development
PMO-RALG	Prime Minister Office -Regional Administration and Local Government
RC	Regional Commissioner
SPSS	Statistical Package of Social Science
URT	United Republic of Tanzania
VEO	Village Executive Officer
WEO	Ward Executive Officer

## **CHAPTER ONE**

### **BACKGROUND TO THE STUDY**

#### **1.1 Introduction**

This Chapter presents the general purpose of the study concerning practical challenges encountered by District Executive Directors on performance of local government authorities in Tanzania, whereby Singida District is a case study. It begins with the description of the background of the study, followed by the statement of the problem, after which it presents the research objectives and the research questions. Lastly, the chapter puts forward the significance of the study, pointing out the ways in which this study is important to policy makers in improving the local government authorities.

#### **1.2 Background to the Study**

Local government authorities in the world have great roles in promoting economic, social and political development within local communities. For instance, local government in Germany plays great role in the life of its citizens (Horn, 1997). The autonomy of municipalities has been assured by the basic law. In addition to this, these bodies have a number of specific powers. Municipalities must also fulfil the duties delegated to them by the state of the law. However, there is a duty to ensure sufficient findings to complete this mandate (Ibid). Also, in USA, local government plays crucial roles to cooperate, delegate or transfer any function, power or responsibility to other government units, the federal government, any other state or its government units (Millar, 2004). It facilitates citizens' choice either by specifying the role of direct citizen participation in local decision making or by making clear that home charter can

employ any devices of direct democracy – referendum, recall and initiative (Shah, 2006a).

Worldwide, the local government authority has some challenges for metropolitan municipalities. The challenges were follows: how can a large metropolitan population be governed effectively and integrates policies is implemented responsively, within a local government paradigm that seeks to enhance local democracy by bringing government closer to the people, how can they fulfil their service delivery mandate by providing services effectively, efficiently and on an equitable source for all their people? And as the location of a country's development and economic heartland, how can the cities promote economic development and job design (Cloete, 1993).

Furthermore, reform efforts had been congruently directed at strengthening the political institutions of local government by enhancing politically accountable, political leadership and by strengthening the democratic and participatory rights of the local citizens (Modem, 1994).

In the intergovernmental dimension, a general trend could be observed towards decentralization by transferring responsibilities to local government structures (with England making for a stunning exception where, it was true, some decentralization had taken place by the creation of regional parliaments in Scotland and Wales, but the democratically elected and politically accountable local authorities had been significantly curbed in their functions and further subdued to central government instruction and control (Breton, 1996). In order to make sure that local government enhance development, there was a need to adhere to the principle of decentralized,



autonomous local government; the case of Germany reveals the importance of historical evolution in the diversity of powers and functions in its local government landscape (Nsibambi, (1998).

In case of Africa, local government authorities have also been pursuing crucial roles in development. For example, local government becomes an essential element of South Africa system of decentralization (Cloete, 1993). By creating large, often viable municipalities which can exercise significant powers and have capacity to generate revenue, at least municipalities have made self-government possible. Whereas provinces were often seen as mere administrators of the policies and funds generated by the national government, municipalities have the competence and resources to give direct effect to local preferences. Put in differently, without the entrenchment of local government in South Africa, it would be very much a centralized state (Shah, 2006).

In Rwanda, local government authorities have been strengthening good governance and poverty reduction and consensus was building during the national conference held from 2-5<sup>th</sup> November, 1999 on the main strategies to be developed for the reinforcement of good governance and improvement of the quality of life of the population (Apollo, 2008). It was the ineffectiveness of the central government that necessitates the existence of local government. Under central government, citizens do not participate in decisions affecting them and accountability of the public sector is usually upwards toward the centre, rather than to downward citizens and communities.

Tanzanian local government system is based on political devolution and decentralisation of functions and finances within a unitary state (Warioba, 1999). Local

governments are holistic, that is multi-sect oral, government units with a legal status (body corporate) operating on the basis of specific and discretionary powers under the legal framework constituted by the national legislation (Joba, 2010). Local Authorities have a responsibility for social development and public service provision within their jurisdiction, facilitation of maintenance of law and order issues and promotion of local development through participatory processes (Max, 1991). The elected local councils are not independent governments; they are required to operate within the national policy and legal framework while retaining their status as the highest political authorities within their areas of jurisdiction. The most powerful tools of councils are their annual budgets, work plans and the control exercised by the standing committees.

According to Warioba (1999), local government authorities have both political and economic purposes. Politically, local governments being the levels of governments closest to the people were suitably situated to provide a way for ordinary citizens to have a say in how their communities are governed. Local governments provide opportunities for democratic participation of citizens in matters that affect them directly. They facilitate closer interaction between citizens and elected representatives.

Economically, local governments provide basic services that affect people in their area of jurisdiction. Being close to the people, local governments are supposed to know better the needs of the local area and not only what the people could contribute but also how to engage them in economic activities (URT, 2007).

On the other side, at the national level, local government was encountering a number of challenges such as delay or inability to submit requirement returns or statement, lack of

understanding clear lines of authorities and responsibility for management, lack of proper education on civic responsibility, inadequate staff development and training schemes, lack of consistent training programme for District Executive Directors and other seminar staffs (Goss, 2001). Other challenges are weak development planning and physical planning, poor level of revenue generation, improvement in efficiency and strategies; poor tax policy and tax administration and enforcement (URT, 1996, Mwambe, et al., 2004).

The effort that had been done to make sure that local government authorities in Tanzania operate effectively and efficiently to decentralised central government, exemplified by, the local government ordinance which was amended in 1962 to inter alia, repeals the native authority ordinance and with it, native authorities and chiefs. District Authorities were abolished on 30<sup>th</sup> June, 1972, while urban authorities were abolished on June 30<sup>th</sup>, 1973 (Shivji and Mhina, 2000). Also, giving the people's decision making powers on matters affecting their welfare, importance and to give them the personnel, finances for their implementation and "participation" became a catchword and a rallying slogan (URT, 2008).

According to Ngware (1999), the government's policy paper on local government reform was published in October, 1998. These let people participate in the government at the local level and elect their councils, bring public services under control of the people through their local councils, give local councils powers (political devolution) over all local affairs, determine the appropriate and cost effective organisational structures for local government authorities, improve financial and political accountability, secure finances for better public services, create a new local government

administration which is answerable to the local councils and local needs, link local administrative leaders from their former ministries, create new central-local relations, based not on orders, but on legislation and negotiations (URT, 1998).

Therefore, the study tried to focus on the practical challenges encountered by DED on performance in local government authorities in Tanzania. In addition, it is hoped that this study will assist in the identification of practical challenges as well as the impact on DED's performance. Moreover, it contributes to developing appropriate strategies to respond to these challenges.

### **1.3 Statement of the Problem**

The District Councils/Municipalities have the role in matters affecting the well-being of people in the District; the provision and use of public facilities and services within the District; the adequacy and priorities of government programmes for the district; the use of public funds allocated to the District for local public works and community activities as well as undertaking environmental improvements (URT, 2008). The councillors are the mechanism team having the responsibility of decision making and implementation of the entire stated roles for the betterment of the local communities. The DED keeps the guidelines in which provided instructions and information regarding preparation of local government authorities' plans and budgets which are essential information for reinforcement of downward accountability (Braathen and Mwambe, 2007).

Many researchers have relied on the local government reform, significance and decentralisation by devolution of the district councils in bringing the service near to the people (URT, 2007). The District Council is for promotion of sustainable human

development and the elimination of human poverty, dealing with a cross-cutting focus on decentralisation and partnerships with local institutions.

However, there are no clear evidences showing the District Executive Directors' performance in local government taking measures to address challenges seriously such as reformation paper of 1998 which comprise development of millennium goals, poverty alleviation, and decentralisation by devolution to create good governance based on political and financial accountability, democratic procedures, and public participation (Ngware, 1999, URT, 1996).

Despite many studies on local government reform, significance and decentralisation of roles in the local community, a few studies have observed the difficulties and challenges that face district council representatives particularly the DEDs in fulfilling their duties to make sure that all the plans were implemented as scheduled (URT 2008). Hence, this research aims to show this gap and come up with the challenges hindering the expected performance of the District Executive Directors / Municipal Council Directors to bridge the roles/functions with the challenges to make the leadership in that particular level effective.

## **1.4 Research Objectives**

### **1.4.1 General Objective**

Generally, the study focuses on assessing the practical challenges encountered by District Executive Directors on performance in local government authorities in Tanzania, Singida District being the case study.

### **1.4.2 Specific Objectives**

This study was guided by the following specific objectives:

- (a) To determine the role of District Executive Directors on performance of local government authorities in Tanzania, Singida District being a specific case of study.
- (b) To assess the practical challenges encountered by District Executive Directors on performance in local government authorities in Tanzania.
- (c) To identify the strategies that were used to overcome practical challenges encountered by District Executive Directors on performance in local government authorities in Tanzania.

## **1.5 Research Questions**

The research was conducted under the following research questions:

- a) To what extent does District Executive Directors' performance in LGAs in Tanzania play great role development of the nation?
- b) What are the practical challenges encountered by DEDs on performance in LGAs in Tanzania?
- c) What are the strategies to practical challenges encountered by DEDs on performance in LGAs in Tanzania?

## **1.6 Significance of the Study**

This study provides the new analytical information and knowledge for policy planners and implementers. In addition, it aims to explore a way to overcome the practical challenges encountered by the DED on performance in local government authorities in Tanzania. It is expected that the findings and insights gained in this study will contribute to adding empirical knowledge for further exploration on how to overcome those problems faced District Director on performance in local authorities. The study will generate an idea of a feasible intervention to promote administrators use of knowledge, both theoretical and conceptual understanding to handle these challenges. It will also provide the findings and recommendations to the government for solving these challenges from the grassroots to the centre and enable the researcher to suggest the effectiveness measures. It is visualized that through the ongoing research, these challenges in local government authorities in Tanzania are identified, prioritised and addressed.

## **CHAPTER TWO**

### **LITERATURE REVIEW**

#### **2.1 Introduction**

This chapter contains a review of related literature contributed by different scholars concerning practical challenges encountered by District Executive Directors on performance in local government authorities globally. The chapter is organised into four sections. The first section provides the operational theoretical framework where different theories are essentially described in details. The second part explains empirical literature reviews which are similar to this study. The third part of this chapter illustrates the conceptual framework of the study and the last part explains in details on a research gap.

#### **2.2 Theoretical Framework and Conceptual Terms**

##### **2.2.1 Theory of Decentralization**

The theory of decentralisation brings the public services closer to people who, in this process, have been availed more opportunities to participate actively in the decision-making process of local policies and activities than in centrally decided ones (Galloway, 2006). This theory contributes to improving accountability of public services because people can examine and scrutinize local governments more closely than central governments. The services were also delivered more speedily than in the case of a centralized administration, since decentralisation reduces often-lengthy bureaucratic procedures for decision making and implementation (Litvack and Seddom, 1999). The services then become more responsive to and adapt to different needs of different localities. For that reason, often-outsized bureaucracy at the centre could



reduce and whatever limited public resources available can be more efficiently and effectively utilized. The theory enhances development processes to people, more effective and sustainable development outcomes could be ensured.

In this study, the theory of decentralisation is used because it focuses to examine the closeness of the services delivered to the people through transferring more responsibilities and functions of central governments to sub-national governments. Also, the sufficient division of functions and responsibilities between different levels of government is considered to be established and thereby enhance good governance.

The criticisms against decentralisation theory, especially in the developing country contexts, were unusual (Cheema and Rondinelli, 1983). However, decentralisation may foster more local loyalty to regional identity than the national identity and this may encourage more autonomy from the central government and even a territorial secession in multi-ethnic and multi-religious societies, particularly in Africa. This puts the national integrity itself at risk. The local elites for seeking their narrow personal benefits at the cost of the general population may manipulate newly created autonomy. According to Nsibambi (1998), decentralisation may increase corruption at local level and thus, this would not improve accountability. The increased efficiency and effectiveness of public resources may not be realized, since resources (capital, human and even social) available at local level in low-income countries are very limited. These scarce resources were most effectively utilized when they were improved at the national level. Decentralisation may also expose equity among different localities.

However, different principles of management and administration are used in this study to guide the patterns of human actions and interactions in organisation settings.

### **2.2.2 The Principle of Hierarchy**

It is one of the fundamental features of the weberian type of organization that facilitate effective control, communication and accountability. Actually, in administration, hierarchy signifies a grade organization of several successive steps. All authorities proceed from the top in this descending order to the bottom. One of the advantages of the hierarchical principle is that it unifies direction purpose. Moreover, the effective level of communication, accountability and delegation could be attained under hierarchical type of organization. Finally, it indirectly legitimizes the authority by superiors and capture subordinates' obedience. Without hierarchy, the responsibilities of securing a suitable unity of purpose and responsibility tend to be quite uncertain (Mujwahuzi, 2002).

### **2.2.3 Division of Work**

According to Fayol (1916), under division of work, the worker is always on the same post, the manager is always concerned with the same matters; acquire an ability, sureness and accuracy, which increases their output. In other words, the division of work means specialization. According to this principle, a person is not capable of doing all types of work. Each job and work is being assigned to its specialist. The division of work promotes efficiency because it permits an organisational member to work in a limited area to reduce the scope of his responsibility (Sumon, 2010).

#### **2.2.4 Authority and Responsibility**

The authority and responsibility go together or co-exist. Both authority and responsibility are the two sides of a coin. In this way, if anybody was made responsible for any job, he/she would also have the concerned authority. Fayol's principle of management in this regard explains that an efficient manager makes best possible use of his authority and does not escape from the responsibility. In other words, when the authority is exercised, the responsibility is automatically generated (Sumon, 2010).

#### **2.2.5 Unity of Command**

A subordinate should take orders from only one boss and he should be responsible and accountable to him. Further, Fayol claimed that if the unity of command is violated, authority is undermined; discipline is in danger, order is disturbed and stability is threatened. The violation of this principle has faced some serious consequences. In this way, the principle of unity of command provides an enterprise being disciplined, stable and wields orderly existence. It creates a harmonious relationship between officers and subordinates, congenial atmosphere of work. It is one of the Fayol's important essential principles of management (Srinivasa, 2013).

#### **2.2.6 Unity of Direction**

Fayol (1916), advocates, "One head and one plan" which means the group efforts on a particular plan being led and directed by a single person. This enables effective coordination of individual efforts and energy. This fulfills the principle of unity of command and brings uniformity in the work of the same nature. In this way, the principle of direction creates dedication to purpose and loyalty. It emphasizes the attainment of common goals under one head (Sumon, 2010).

### **2.2.7 Accountability**

Accountability is another principle that guides responsibility relations between District Executive Directors and subordinate staff. According to Sumon (2010), accountability is one of the three relationships, the other two being authority and responsibility that are officially established and prescribed in the organisation manual, charts and job description. Due to Mujwahuzi (2002), accountability is a requirement of answerability for one's performance. Also, argues that the foremost sub principle governing the formal relationships of accountability is that of single accountability. The sub principle states that the most desirable relationship is that each person is accountable to only one superior. Therefore, the divided unity of command as well as accountability to multiple superiors imposes considerable difficulties such as frustration, anger and loss of direction upon the subordinate (*Ibid*).

### **2.2.8 Authority**

It is another principle upon which managerial interactions (especially between superiors and subordinates) are contingent. Srinivasa (2013) defines authority as a right to decide what is being done and the right to do it or to require someone else to do it. Being an essential relationship, authority was governed by the sub principle of coequal authority and responsibility. This sub principle states that a commensurable amount of authority should accompany the delegation of responsibility. Normally, the source of formal authority is from above through delegation of one's superior, organisation owners to the society at large (*Ibid*).

From the foregoing, we can note that the authority is granted to a person or institution once it has been proved that the person or institution has exhibited a satisfactory sense of obligation to carry out the functions assigned effectively and efficiently.

Up to this point, one can manage to grasp the abstract scope of the principles that have been selected to guide this study. In view of the foregoing, how do the principles discussed help us in highlighting the practical challenges encountered by District Executive Directors on performance in local authorities? What specifically are these practical challenges? What forms do they assume? What are the implications of overall performance in local authorities? These are some of the questions that, the study wishes to address. First, we must know who the District Executive Director is.

### **2.2.9 District Executive Director**

The District Executive Director is the chief executive and administrative officer of the District Council. This is in accordance with part IV section 35 of the local government service Act No. 10 of 1982. The president of the United Republic of Tanzania upon the advice of the local government service commission appoints the District Executive Director. In addition, this is due to part V section 32 (i) of the same act. Furthermore, the District Executive Director is the secretary to the District Council. They attend all the meetings of the council but do not vote at any of those meetings. This is due to part III, section 19 (4) of the LGAs Act No. 10 of 1982 (Mujwahuzi, 2002).

The broad responsibilities of the District Executive Director include the co-ordination of the whole work of the council and its committees. They convene the council and committee meetings upon issuing of the notices [part IV section 3(i)]. They advise the

council and its committees on matters upon which his advice is necessary (URT, 2008). Indeed, the centrality of the District Executive Director's role is reflected through the various activities that the district government is required by law to carry out. According to district act No. 7 of 1982, part V section 55 (i) a-o, authority is required to carry out a wide range of activities including establishing and maintenance of offices and buildings for the purpose of transacting the business of the authority and for public meetings and assemblies; conserve natural resources, prevent soil erosion; inspect meat, fish, vegetables and other food stuffs; provide, maintain, supervise and control public markets: keep, maintain in good order and repair public latrines, urinals and cesspools, prevent destruction and sale of livestock, animals and birds so that they do not become public nuisance (Mujwahuzi, 2002).

As a chief executive and administrative officer, DED have to make sure that these tasks are carried out as effectively as possible by closely supervising and monitoring the performance of subordinate administrative staff. They have to ensure that the execution of public tasks is not caught up in the grip of a local political dilemma. Their struggles to obtain favourable policy decisions by influencing the forces involved in decision-making.

In other words, the District Executive Director is a crucial factor in the district development equation. As the District Executive Director goes about executing these tasks, what practical challenges does he wrestle with? This is the question the study would try to address.

### **2.2.10 Impact of the DED on Performance of the District Government**

The work is effectively performed under the pattern of interactions where superior-subordinates, power - authority and accountability relationships are properly and hierarchically defined. It is these properly defined relationships that form the basis for effective supervision and unity of command. The hierarchy of authority between District Executive Director and the appointing authority is irregular, inconsistent and fragmented. The District Executive Director is compelled to wrestle with challenges arising from the fragmented unity of command, multiple accountability and power authority on the cap situation (URT, 2007).

As one aspect, the attempts by the DED to apportion his/her time equally between designing some strategies needed to satisfy the various authoritative actors and the execution of his/her administrative tasks constitute a major practical challenge which consumes the District Executive Director's valuable time he ought to spend in initiating progressive development strategies; guiding, supervising and monitoring subordinate employees especially head of department (URT, 2008). Therefore, with District Executive Director bogged down with the challenges, there is always a potential for some staff to engage in idleness, shirking and rear passing. The overall performance of the district government is ultimately adversely affected.

Vaguely and weakly defined relationships between District Executive Director and the council have weakened the district executive director's accountability to district council. The employees feel functionally stranded when the District Executive Director - council relationships are strained (Mujwahuzi, 2002). The work could not be effectively done in fearful relationships. (The councils and the District Executive

Directors were expected to optimize the commitment, good discipline and calm industrial relations. That can only happen in the absence of power authority gaps (Ibid). They were both expected to be an example of good leadership for the rest of the employees to emulate. It is important to note that once such strained relationships emerge and become manifested, very few employees sympathize (URT, 2006). Some of them would be indifferent to the situations but others would exploit the situation such as targeting district government resources for individual self-aggrandizement. Ultimately, the district authority suffers in terms of poor performance and loss of resources.

#### **2.2.11 Importance of Local Government Authorities**

The local government authorities play a great importance in pursuing daily activities, which were done by District Executive Directors on behalf of a government; that is, service functions, in this category, services such as garbage collection, water supply sewerage, public toilet drainage, roads and street lighting are provided. Other services include, inter alia, public and environmental health, libraries and recreation among others (Apollo, 2008).

Under regulatory functions, services of control and administration of laws were provided. For example, laws governing building, town planning, environmental, health, parking, animals, advertising, parks are important.

Under representation functions, local government has legal obligations to represent and serve the interests of voters such as cultural, religious and welfare interests among



others. Hence, it plays an important role in protecting and building the democracy in its constituency.

The community planning and coordination functions in local government play an important role in providing guidance and focus for planning and coordinating services such as poverty eradication and HIV/AIDS control programmes. The above services could be provided by government agencies, voluntary organisations and community groups.

Participation of Citizens, local government offers opportunities to communities to participate in policy formulation and the decisions affecting them. When management dominates the decision-making process, the degree of empowerment becomes minimal (Cloete, 1993). Under a democratic local government, the citizens have the right to elect their representatives and actively participate in the government decision-making on a continuous basis.

#### **2.2.12 Challenges Encountered by DEDs on Performance in Local Authorities**

There are many practical challenges encountered by the District Executive Directors on performance in local authorities. That is, human resource capacity and management, most staff working in the local government authorities were not accountable to them, but to the local government service commission and parent ministries (Mbuta, 1999). The centralized management of local authority staff was fragmented and suffered from under staffing, under financing and artifice. Most authorities faced a shortage of trained, skilled, young and energetic workforce.

### **2.2.12.1 Lack of External Supervision**

John (1991) explains that the accounts of most of the District Councils are deplorable due to mostly lack of constant supervision by district local government officers. The local government officer became a central government agent; unfortunately, the number is smaller than the number of district councils to supervise so, they were thinly spread in the field. The former field administrative officer is engaged in the day to day supervision of the councils, the latter, that is, the new cadre of local government officer's duties is reduced to mere advisors. Many council officials and councillors lacked the necessary experience and know-how to run local authorities. This weakening of the supervision had deleterious effects on the running of local authorities.

### **2.2.12.2 Poor Planning and Mobilization**

According to Gupta, (1990) mobilization was done without proper planning and consultation. The communities did their part while the local government failed or vice versa. The local government authorities were brought into the picture after the structural work at an advanced stage. The coordination between the political leaders and relevant local authorities is poor. The Councillors pressurized their chief officers to finance projects notwithstanding the fact that no funds had been provided for such projects in the estimates of expenditure. The central government and political pressure were put on local government authorities to take over, run, maintain those facilities without considering the authorities financial capacity to run such facilities (Ibid).

### **2.2.12.3 Governance**

The governance problems emanate from the fact that the relations between political leaders at the national and local level, civil society organisations and the local

government authorities are weak and sometimes antagonistic (Ngware, 1999). Within some authorities, the friction existed between the councillors and technical staff. The stature of the councillors is also criticised as leaving a lot to be desired. Second, the problems of governance concerned the weak representation at central government level of the views from the councils, through national local government associations such as association of local authorities of Tanzania in matters of vital interest for the local authorities and especially with regard to their ability to provide services (Miami and Tidemand 2010).

#### **2.2.12.4 Financial Constraint**

The local government authorities operate under severe financial constraints. Under funding is significant. With respect to revenue, the local authorities had sources that are generally difficult to collect and are non-buoyant. There is interference by the central government agencies in revenue collection arrangements with local government authorities. The authorities themselves had problems in organising the equitable or an efficient collection of local revenue. The central government did not operate a grant system with clear indications for authorities improve performance (Boex and Martizer, 2006).

#### **2.2.12.5 Lack of Accountability**

There is no relatively clear system of accountability in local government. The performance of accountability mechanisms remains problematic. Several reasons were usually cited to explain the poor accountability and governance that takes place in LGAs. These include poor access to information, which was in turn caused by unfavourable attitude of the council staff, poor working tools and infrastructure,

technocratic procedures and formats for releasing information and lack of a culture of transparency. Poor representation of the citizens by their councillors in the decision-making processes and the lack of participation in these processes contribute to further undermine accountability (Mahyenga, 1990).

#### **2.2.12.6 Official Jargons**

The representatives' access to information, financial information provided is in professional formats which could not be understood by any professionals. For example, the publication of the balance sheets and revenue and expenditure statement in a format prescribed by in international financial reporting standards may pose problems to non-financial experts. The other problem is that of the language used in the reported information. If the information posted on a notice board at the council level or village level is in English, then it is unlikely the majority of the representatives have able to read it (Max, 1991).

The local councils either use a manual system for accounting or have shifted over to the computerized EPICOR system. Both systems have enormous challenges. The mission's finding in a local council such as Arumeru (with a manual system) was that there was a systematic breach of rules due to which checks far in excess of the bank balances were issued on a regular basis through their main operating account – the General Fund Account (Chaligha, 2007).

#### **2.2.12.7 Lack of Commitment**

Lack of real commitment on the part of local implements such as village chairpersons, village executive officers and ward executive officers, councillors and District

Executive Directors to share the power with the citizens. For the village and neighbourhood governments being a real hub of citizen participation and grassroots of democracy, the local leaders have to be able to share the powers with the local people. In some localities, local leaders are not willing to share their power with their citizens and this affects democracy (Chaligha, 2007).

#### **2.2.12.8 National level Policy Position on Transparency**

There are no guidelines and clear instructions from the centre to LGAs on the issue of transparency, especially financial transparency. Mostly, communications are either through meetings or circulars that only superficially touch on transparency. Many key instructions to LGAs were obtained through meetings organised by the ministry etc. rather than through formal written communication (Gasto, 1997).

#### **2.2.13 Effort made to address problems facing DED in performance in LGAs**

Legislative control: Central government gives power to local authorities to make their own by- laws, rules and orders to effect certain duties. The central government is interested in seeing how such powers are exercised, that is, to what extent and for whose benefit. It was to prevent illegal activities performed by local authorities. For this reason the central government constrict care to control over local authorities. All by laws, therefore, have to be approved by the central government through the appropriate ministry before they become effective (Warioba, 1999).

Financial control: Central government gives power to raise funds from various sources. They are given equal powers to send those funds. But the central government is the first caretaker and would therefore be used properly according to the laws and the agreed

financial regulations. That is why it sends auditors to rectify, advice, regulate and control local authorities financial (Mahayana, 1990).

**Dissolution:** If the councils fail to perform the duties conferred it by any written laws of the country, the minister responsible can dissolve it and replace it by whether authority he/she may think suitable. Naturally, this extreme measure would not be adopted unless there is a serious and widespread mismanagement of the council's affairs (Gupta, (990).

**Ministerial or administrative control:** The minister's responsibilities of local government had a duty to insure that the various councils established under the Local Government Act 7 and 8 of 1982, carry out their functions efficiently and the general well-being of the public under their authority. The minister has a duty of ensuring that an even rate of development is maintained throughout the territory. Under the ministry, there are such affairs as local government officers whose duties are to conduct inspections, supervision and act in an advisory capacity (Ngware, 1999).

**Other methods of control:** Councils cannot enter into contract over a certain specified amount unless the proper officer gives his/her approval.

**Authorities to perform functions in the national interest:** According to Local Government Finance Act No. 9 of 1982, the central government is obliged to pay annually to both the urban authorities and the district council's grants from the public revenue (Warioba, 1999). Generally, grants are essentially a way of providing incentives to local government.

### **2.3 Empirical Literature Review**

In general, the local government is more about the delivery of the services because it is the sphere of the government being closer to the citizens and has a role in representing the concerns and views of the locality. In New York State, local government comprises counties, cities, towns and villages which were corporate entities known as municipal corporations. These units of local government provide most local governmental services, such as sewer and water services (Henokom, 1987).

The local governments serve as a vital link in the relationship between the states and the federal government under the federal system. Many governmental services, whether from the national or state level, have implications for, or call for the involvement of local government and profoundly impact the quality of life of exercise of state and local power.

In Philippines, the local government code mandates that all provincial, municipal, and village governments establish a local development council to set the direction for economic and social development and review local government budgets. One-quarter of the council members should come from nongovernmental organisations and community-based organizations (Galabawa, 2000). Many local development programs transfer discretionary resources to local governments on the condition that they create multi-stakeholder forums, with representation from civil society, local councillors, and de-concentrated offices. Although, these forums provide a venue for greater coordination and control, they have to be properly designed to complement the role of the local council.

In Ghana, the District Coordinating Director plays a great role in enhancing performance in local government authorities such that to initiate plans and programs, policy formation and ensuring that effective execution such as policies, coordinating, monitoring all the activities of the development within the District, ensuring the efficient and effective management and administration of the resources of the District, ensuring the efficient planning, development and management personnel of the assembly and acting as a secretary of the district and tender board (Decenso and Robbins, 1988).

Due to pursuing those responsibilities, the District Coordinating Director in Ghana encountered a number of challenges on performance in local government authorities. These were the delay or inability to submit requirement returns or statement, lack of understanding clear lines of authorities and responsibility for management, lack of proper education on civic responsibility, inadequate staff development and training schemes, lack of consistent training programme for District Coordinating Director and other seminar staff, weak development and physical planning, low level of revenue generation, improvement in efficiency and strategies; poor tax policy and tax administration and enforcement (Aboagye and Wusu, 2004).

Despite these practical challenges facing District Coordinating Directors on performance in local government authorities, the government of Ghana initiates different ways such as decentralisation, introduction of the existing training programme for civil servants, provides financial support in local authorities and involvement of people in decision making to overcome these challenges (Faguet, 2011).



In South Africa, for example, local authorities are very instrumental in extending local control, managing local economic development and redistribution of public resources (Shah, 2006a). For instance, local government was considered as the key instrument in meeting the basic needs of the poor and improving the social-economic well-being of the people. According to Cloete (1993), the local government can use its influence to maximize social development and economic growth of communities by providing an environment that is conducive to investment, growth and prosperity. He further states that the local government plays a big role in alleviating poverty and enhancing job creation. It was the ineffectiveness of the central government that necessitates the existence of local government. Under central government, citizens do not participate in decisions affecting them and accountability of the public sector is usually upwards toward the centre, rather than to citizens and communities (Hanekom, 1987).

In Mukono District in Uganda, the effective performance of a district local government could best be assessed by considering the status of the key social economic indicators for the District (Muyomba et al., 2011). The adoption of the decentralization policy in 1992 and the associated subsequent reforms placed the delivery of primary education, health, rural roads, water and sanitation, community services, agriculture extension services among others in the hands of the local government councils. The local government council leaders are also supposed to ensure that central government services were effectively delivered to their electorate. Essentially, the well performing local governments should lead to improvements in key indicators for these services. Even in systems where the central government remains a key player in the delivery of such services, the local government complements the work of the central government

or focuses on ensuring that the central government fulfills its development and governance commitments to the population (Gasto, 1999).

Therefore, the District is facing several problems in implementation of local authorities that is, heavily dependent on sources from the central government, donor funds and local revenues are almost negligible (Muyomba, et al., 2011). In 2009/10, the central government contributed 96% of all the funds, with local revenue and donor supports each contributing 2%. This indicates that the capacity of the District to plan for local priorities was greatly undermined since most of the central government transfers are conditional in nature with little or no room for change or adjust according to the local priorities (*Ibid*).

In Tanzania, the local government authorities have the power to recruit and terminate staff; restructure the local government administrative staff so that the service delivery is improved. The result is that the local government authorities have their own management and personnel. The regional secretariats have technical sources for supporting local development opportunities and provide links between central and local government authority (Kikula et al., 1999).

Primarily, local governments are supposed to extend major services such as health, education, housing, transport among others, which are central to the social and economic well-being of the people in a given country. According to Ngware (1999), the main reason for the establishment of local authorities is to provide services which are of local nature and which affect the lives of the community members within their jurisdiction.

The local authority is the government at the community and District level. It is a government institution established for advancing the interests of the people at the community level (Ngware, 1999). Moreover, it is mandated by the law to discharge a specified range of functions in specified areas of jurisdiction for the betterment of the lives of its subjects, the local residents. It involves people through democratic representatives in the administration of their own affairs at their locality. These people must have power over their own social and economic development activities (Mahyenga, 1990).

The local governments had three essential characteristics, these are a set of local authorities or institutions with separate autonomy and legal status distinct from those of the central government, powers to raise their own revenues and spend it on free of their functions as assigned to them by law and the power of local institutions to make decision as responsible organs in their own right and not as an extension of central government (Mwaikusa, 1994).

One of the problems facing local government authorities in Tanzania is the frequent financial crises and insolvency brought about by irresponsible decision making of some of the councils, malpractices or sheer inefficiency of permanent public officials in collecting the revenue. Mbuta (1999) agree that the poor performance of local council governments is due to poor performance of the local council governments due to poor collection of revenue. They both agree that the financial crisis in the local government authority is the result of the declines in revenue collection.

Inadequate revenue capacity, the increasing burden of the recurrent expenditure and falling levels of the capacity budgets of the councils, both proportionally and absolute term reduce the capacity of the councils to undertake projects. The reason of that situation is lack of motivation scheme (Mahyenga, 1990). Motivation is creation of will work and it is singled out as “the core of government” (Gupta 1990). As Mahyenga (1990) argues, one of the causes of the incompetence of the Kibaha District Authority as observed in non- completion of the projects and in the failure of the District to collect the estimated revenue, is a non implementation of the motivational schemes resulting in poor morale among the workers and continued inefficiency. Thus, motivational schemes are important in promoting efficiency and effectiveness because motivation reduces absenteeism, turnover and unrest. Motivation also creates better organizational relations and commitment to work, attract work force, foster team spirit and increases loyalty to the organization (Galabawa, 2000).

**Lack of competent workers in LGAs:** The inability of councillors to shoulder various responsibilities due to inadequate formal education and experience with the functioning of local government is another problem (Richards, et al., 2010). The problem of poor execution of local councils should not be looked in isolation from the competence of the manpower prevailing in the councils. Lack of competent workers causes the local councils to fail to execute the projects agreed upon by the councillors (Gasto, 1997). Dryden (1968) has a similar point of view when he says that the councillors who bore responsibility for progress and prosperity of their home areas are for the most part ill equipped to shoulder such responsibility. He further argues that the councillors are poorly educated, they had little knowledge of the purpose and practice of local government and they are uncertain of their roles as councillors within the system itself.

**Poor quality of employees:** Decenzo and Robbins (1988) point out that the institution's human resources are very important in undertaking the various activities in the institution. The survival of institutions requires competent managers and workers to coordinate their efforts towards an ultimate goal. The competence arises from the basic formal education, work related training and experience. Untrained and inexperienced personnel are likely to perform poorly even if adequate funds are available.

The scarcity of human resources at local government level at independence in Tanzania was a dominant characteristic of rural authorities. The town councils got off to a much better start in life than their rural counterparts due to the following reasons.

The urban councils being located in the area of commercial development are able to draw for their membership upon a board of councillors who are better equipped to understand their role in the local government system and to cope with the demands made upon them.

The constitution of town councils is revised to include in its membership, certain senior officials of the central government who are stationed within its area of jurisdiction and in general, the standard of the permanent public official is superior to those found in the most rural councils.

**Antagonism between permanent public officials and councillors:** There already existed a growing antagonism between permanent public officials and the councillors. This did nothing to make the local government service attractive to those who might have otherwise been tempted to enter it (Dryden, 1968). The growing antagonism

between permanent public officials and the councillors is associated with the division of authority between them.

## **2.4 Conceptual Framework**

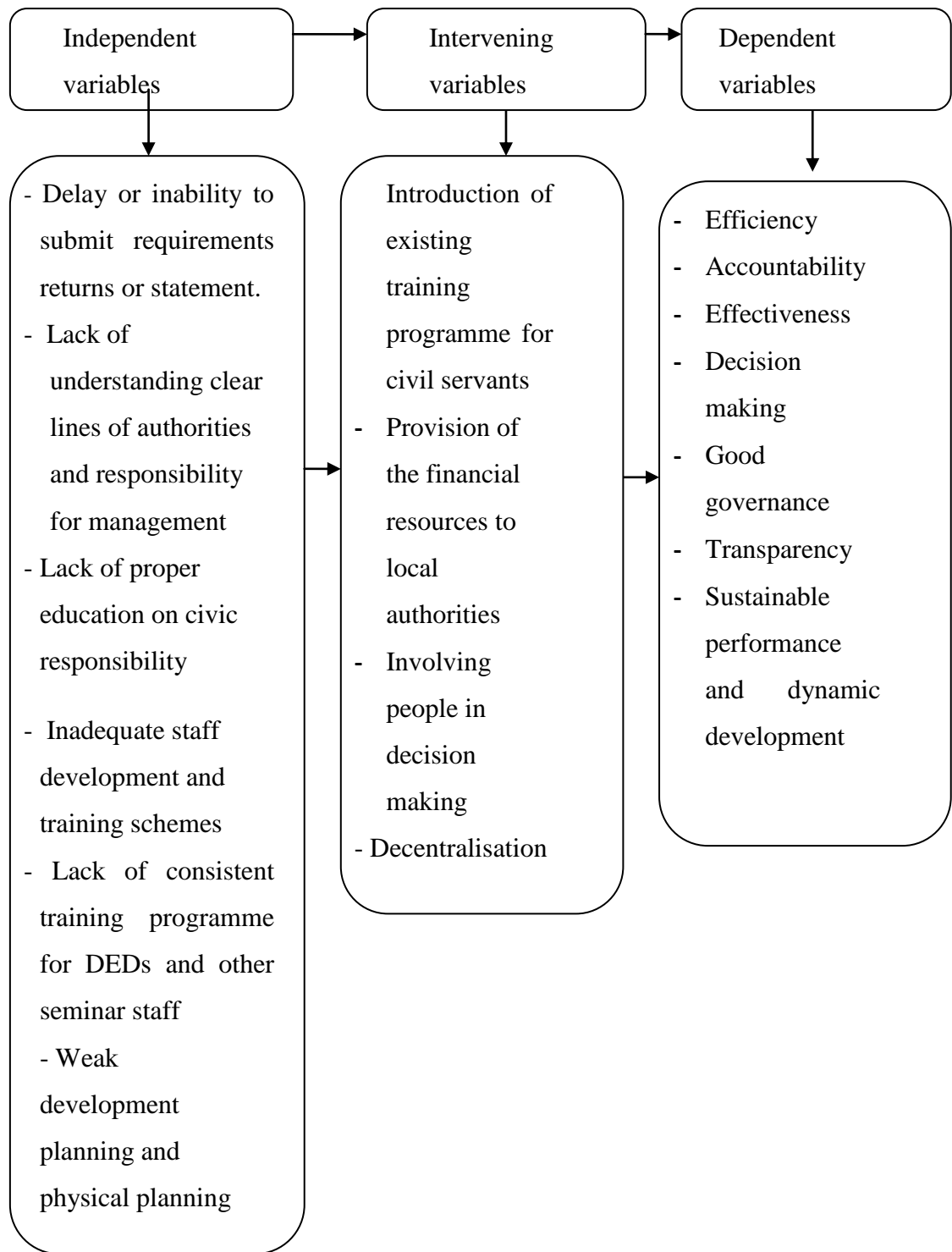
A conceptual framework could be defined as a set of broad ideas and principles taken from related fields of enquiry and be used to structure a subsequent presentation (Thomas 2003).

The practical challenges encountered by District Executive Directors on performance in local government authorities are results of number of factors such as delay or inability to submit requirements returns or statement, lack of understanding clear lines of authorities and responsibility for management, lack of proper education on civic responsibility, inadequate staff development and training schemes, lack of consistent training programme for District Executive Directors and other seminar staff (Aboagye &Wusu, 2004). In addition to that, the weak development planning and physical planning, low level of revenue generation, improvement inefficiency and strategies, poor tax policy and tax administration and enforcement, human resources and management, poor external supervision, poor planning and mobilization, governance, financial, no clear accountability, manual system of accounting, lack of transparency and poor access of information (Gasto, 1997).

If these challenges were not well addressed, they affect District Executive Director on performance in local government authorities for development in all aspects such as economic, social and political aspects. Moreover, the government in order to address these challenges, should take different measures such as professional and technical

knowledge, capacity building for staff, decentralisation, and introduction of the existing training programme for civil servants, provide financial resources to local authorities and involve people in decision making.

Figure 2.1 illustrates the relationship between the independent variables which present practical challenges and dependent variables which present the results of good performance by the District Executive Directors in local authorities with intervening variables which were presented by the strategies used to address the challenges. These relationships enhance transparency, accountability, efficiency, effectiveness, decision-making and good governance.



**Figure 2. 1: Conceptual Framework on Challenges Encountered by DED**

**Source:** Researcher, 2013



As the framework indicates that there is an effective performance in local government authorities due to the efforts made by the government toward these challenges encountered by DEDs performance in local authorities. In addition, there is a relationship among variables which are independent, intervening and dependent variables. For instance, one variable depends on another variable.

## **2.5 Research Gap**

The review of literature indicates that there were a few studies describing practical challenges encountered by DED on performance in local government authorities in general and revealed the measures taken to address these challenges. The available studies have indicated that the District Executive Directors' performance in local government authority has applied appropriate skills to address the cited practical challenges.

Despite many studies conducted on the significance and decentralisation of roles to the local community, few studies have observed the difficulties and challenges that face the district council representatives, particularly the District Executive Directors, in fulfilling their duties to make sure that all plans have been implemented as scheduled (URT, 2008). Hence, this research aims at show the knowledge gap and come up with the challenges which hinder the expected performance of the DED/ MCD so as to bridge the role/functions with the challenges to make the leadership in that particular level successful. Also, this study is intended to add the existing literature to researchers at national level and worldwide.

## **CHAPTER THREE**

### **RESEARCH METHODOLOGY**

#### **3.1 Introduction**

This part consists of the area of the study, research design, target population, sample study and sampling techniques, data collection methods, validity and reliability of the data, data processing, analysis and presentation.

#### **3.2 Selection of Study Area**

The research was conducted in Singida District. It covered the DED-Office, Sub-departments, Village Executive Officers, Ward Executive Officers and Councillors. The selection of the Singida District was based on the fact that Singida District is the District with the closeness to the researcher, it saves time, lower cost and enable the researcher to get reliable and accurate information due to familiar with the area of study. Moreover, no research on practical challenges encountered by DED on performance in LGAs has ever been conducted in the district.

##### **3.2.1 Geographical Location**

Singida Rural is one of the 6 districts of the Singida Region of Tanzania. It is bordered to the North by the Iramba District, to the East by the Singida Urban District, to the South by the Manyoni District and to the West by the Tabora Region. Singida Region is located below the equator between latitudes 3<sup>0</sup>52' and 7<sup>0</sup>34'. Longitudinally the region is situated between 33<sup>0</sup>27' and 35<sup>0</sup> 26' East of Greenwich (Ndidde and Swai, 2006).

### **3.2.2 Demographic Profile**

Singida District is ethnically varied with the major tribes of the Nyaturu and Nyiramba. Due to urbanization other tribes are found. There are also very few Arabs traders and Europeans are only found in Catholic mission and few volunteering works. The majority of the people of Singida are Muslims and few of them are Catholics (Ndidde and Swai, 2006).

### **3.3 Target Population**

Frankel and Wallen (2000), define population as a group of individuals who have one or more similar characteristics in common that are of interest to the researcher. In this case, the researcher's targeted population of Singida District is a representative sample in this study. The sample was stratified by selecting the respondents according to their gender and status. The aspect of gender and avoiding gender bias is a criterion for selecting the respondents.

In this study, the researcher chose the kind of participants who were able to provide the data that would give useful information related to the phenomena being studied to understand the real situation concerning the practical challenges encountered by the District Executive Directors on performance in local government authorities.

### **3.4 Research Design**

Koul, (2006), defines research design as an adhesive that holds all of the elements in a research project together. According to Mugenda and Mugenda (2003), qualitative research includes designs, techniques and measures that do not produce discrete

numerical data, more often the data are in the form of words rather than numbers and these words are often grouped into categories.

This study used cross-sectional survey design. Survey design was chosen for the reason that it is very useful in studying one social unit in detail, in its context and holistically. Also, the cross-sectional research is well recommended for as opposed to longitudinal research which tends to take a very long time. It is relatively easy in descriptive statistics, time saving and proper resource use. It is selected because it employs a variety of techniques in data collection and data analysis. It is suitable for this study because it consist multiple questions asked to respondents at a single point in time.

### **3.5 Sampling and Sample Size**

According to Kothari (2005), a sample is a finite part of a statistical population whose properties are studied to gain information about the whole world. Sampling enabled the researcher to study a relatively small unit in place of targeted population and obtain the data that are representative of the whole. Since it is not possible to deal with the whole population, to select the few; randomly and purposively sampling were used. The researcher used a sample size of 80 respondents to whom the questionnaires on practical challenges encountered by District Executive Director on performance in local government authorities in Tanzania were provided. However, the sample size comprised of District Executive Director as the key informant, heads of Departments, Ward Executive Officers, Village Executive Officers and councillors at the lower local government level.

**Table 3.1: Categories of the Samples**

<b>Sample Representative</b>	<b>No. of Respondents</b>
District Executive Director	1
Heads of Departments	6
Other Workers	20
Councillors	20
Ward Executive Officers	15
Village Executive Officers	18
<b>Total</b>	<b>80</b>

**Source:** Field Study, 2013.

### **3.6 Sampling Techniques**

Koul (2006) explains the sampling technique of selecting population that embraces a number of distinct categories. The researcher normally came across an unmanageable population because it is either too large or dispersed, thus, the researcher would prefer the sampling technique such as random sampling in which the selected sample would provide the data. The researcher in that case applied random sampling and stratified sampling that provided an opportunity for every member in the population to be included in the study.

#### **3.6.1 Simple Random Sampling**

Simple random sampling is a way of selecting subjects in which every element in the population has an equal chance of being chosen (Sekaran, 2003). Therefore, the researcher selected the sample from the sampling frame using random numbers. This gave every element in the population an equal chance of being chosen.

### **3.6.2 Purposive Sampling**

This method was used as it is a non-random sampling procedure in which personal experience is considered to be key derived from the position one held or the roles she/he plays in relation to a particular activity (Frankfort, 1996). Purposive sampling can be very useful for situations where one needs to reach a targeted sample quickly and where sampling for the proportional is not the primary concern. The method used for sampling the respondents to the key informants has 'Sampling' where a researcher sampled with a purpose in mind (Creswell, 1994). Where a researcher one or more specific predefined groups is seeking. In the context of this research, the researcher targeted the officials in Singida District. These have been thought to be knowledgeable about the general aspects of the challenges in the study area.

### **3.6.3 Stratified Sampling**

Saunders, et al., (2007) defines stratified sampling as an improvised sampling over simple random and systematic sampling. Under stratified sampling the population is divided into several sub-populations that are individually more homogenous than the total population and then we select items from each stratum to constitute a sample (Kothari, 2005). The researcher has been obtained a list of all respondents from the Singida district, thus establishing a sampling frame. The list can divided into six non-overlapping strata: DED, Heads of Department, WEO, VEO, Councillors and other workers. The reason for using a stratified sampling technique is that, in district workforce does not constitute a homogenous group; therefore using stratified and random sampling technique ensured many representatives from different professions.

It was used so as to focus on age distribution (from the old to the young) as well as gender selection to obtain views from both. This was to assist in eliminating gender parities.

### **3.7 Sources of Data**

In research, there are mainly two sources of data collection methods, namely, primary and secondary data.

#### **3.7.1 Primary Data**

According to Kothari (2005), primary data are original data or data collected a fresh for the first time. They are the first hand information which the researcher collects from the site. In this study questionnaire and structured interview as well as physical observation was used. Questionnaires were used for literate respondents though in some cases they needed assistance from the researcher. Structured interviews were used for illiterate respondents and those with problems of vision like old men and women.

#### **3.7.2 Secondary Data**

According to Kothari (2005) secondary data are data collected by reviewing documents gathered previous for the sole purpose. In this study secondary data were obtained from books, journals, district government offices, and from search engines Google and Ask. Com.

### **3.8 Methods of Data Collection**

Data collection refers to the process of obtaining information in a systematic way to find a solution to the problem in education or any other issues (Krishinaswami, 2002).

The research methods used for collecting data are interviewed, questionnaire, observation and documentary review.

### **3.8.1 Interview**

Koul (2006) defines interview as a process of communication or interaction in which the subject or interviewee gives the needed information verbally in a face-to-face situation. Thomas (2003) states that interview involve a researcher asking questions for individuals to answer orally.

The researcher used the interview technique which has involved the conversation or face-to-face interaction between the researcher and the respondents like councillors, Village Executive Officers as well as the entire District Executive Director Office. This technique provides a greater information or in depth information from the respondents and is more flexible. In this study semi- structured interviews were used to collect the data from respondents in the study area and it was a major means of obtaining deeper information. This method was purposive selected because it normally provides an opportunity to probe further issues that need more information. A total of 30 respondents were interviewed from the study area, this represented 37.5% of the anticipated respondents. From this interview, the researcher got different views and to have deeper information and this helped to make comparison from other people's perception on issues related to the practical challenges encountered by DED on performance in LGAs.



### **3.8.2 Observation**

According to Kothari (2005), observation is the technique in which information is sought by the way investigators own direct observation without asking from respondent. It is a more powerful tool for data collection since it involves interaction at various levels with the target population that has enabled the researcher to get the required information and it is more reliable compared to other techniques used in data collection.

Under this method the information is sought by way of investigators own direct observation without asking from the respondents. The observation is important so as to minimize the problems that might occur during the study such problems include poor responses from respondents.

### **3.8.3 Questionnaire**

Koul (2006) defines questionnaire as a device consisting of a series of questions dealing with some psychological, social, educational and the likes, whereby subject sent or given to an individual or group of individuals with the object of obtaining data with regard to any problems under investigation. That instrument helped to have a wide view of respondents on the same question and enabled the researcher to reach many participants at a time. The researcher prepared both open and closed questions to be used in data collection (Appendix I). Also, all respondents were requested to fill a questionnaire, for instance, VEO, WEO, District workers and councillors.

### **3.8.4 Documentary Review**

The researcher has used relevant documents like textbooks which supplement other techniques that provide relevant information for the research report. The data which obtained from the textbooks and supplementary materials includes challenges encountered by DED on performance in LGAs, ways to address these challenges. This has been used because it provides ready data about the research problem under the study and it saves time and money.

### **3.9 Reliability and Validity of Data**

The use of reliability and validity are common in quantitative research but in this study, it was reconsidered or redefined in the qualitative research paradigm in order to use it for the naturalistic approach. The triangulation as used in quantitative research to test the reliability and validity had illuminated some ways to test or maximize the reliability and validity of a qualitative study. Therefore, reliability, validity and triangulation were redefined in order to reflect the multiple ways of establishing the truth.

Qualitative researchers often struggle in withholding their own views when undertaking a particular study. However, the validity and reliability of data have been enhanced in the qualitative paradigm using such methods as triangulation, extensive field notes of original ideas as well as what is discovered in the field which entails a researcher taking analyses of the data back to the respondents to confirm that what they said is true (Babbie and Mouton, 2006).

### **3.10 Data Processing, Analysis and Presentation**

This is the ordering of data into consistent patterns in order to obtain the answers to the problems under the study (Thomas, 2003). The researcher had systematically collected, edited, coded, classified, computed percentages, and tabulated the data accordingly which has provided him with easy analysis, interpretation and presentation of the research findings in a consistent manner. Therefore, the data analysis was aided by Statistical Package for Social Science, version 16.0 (SPSS).

## **CHAPTER FOUR**

### **DATA ANALYSIS AND FINDINGS**

#### **4.1 Introduction**

This chapter presents the findings of the analyzed data from both primary and secondary sources. Qualitative and quantitative statistics were used to produce the report. The analysis of data was carried out in relation to objectives and questions raised from this study on practical challenges encountered by DED on performance in LGAs in Tanzania particularly Singida District as the case study. The objectives of this study are: first, to determine the role of DED on performance in LGAs in Tanzania. Second, to assess the practical challenges encountered by DED on performance in LGAs and third, to identify the strategies which are used to solve practical challenges encountered by DED on performance in LGAs in Tanzania.

#### **4.2 Profile of the Respondents**

The profile description of the respondents in this part consists of sex and age, education level, position of respondents, employment status of respondents, working station of respondents and working duration of respondents.

##### **4.2.1 Categories of Respondents by Sex and Age**

The demographers and other social scientists have a special interest in the age structure of a population, not only as it is a fundamental measure of the population growth, but also as an instrument that helps to understand the relationship within the group of the community and the way various activities are undertaken. While the age structure has vast implications for management of resources and administrative functions, sex has

influence on the prioritization of the various activities in the society (Warioba, 2008). As such, age and sex were taken into consideration during the study and the respondents who were included in this study were both grown-up and mature. The age and sex categorization are shown in Table 4.1.

**Table 4.1: Categories of Respondents by Sex and Age**

Variable		Frequency	Percent
Sex	Male	55	68.8
	Female	25	31.2
	Total	80	100
Age	20 – 29	3	3.8
	30 – 39	24	30.0
	40 – 49	33	41.2
	50 – 59	17	21.2
	60 +	3	3.8
<b>Total</b>		<b>80</b>	<b>100.0</b>

**Source:** Field Study, 2013.

Table 4.1 indicates that 55 respondents were male which is 68.8% of the total respondents and 25 respondents were female which is 31.2%. Based in Table 4.1 majority of respondents (68.8%) who were interviewed was male compared to female. The aim was to trace the ratio of the experts with regards to sex/ gender. Regarding the age, Table 4.1 indicates that most of the respondents aged between 30 and 49 that is 71.2%. Therefore, this implies that the workers at this LGA are middle-aged. This is the most active group in socio – economic development within the country. This can also

be an advantage to the District as young people are full of energy and enthusiasm to economic development and production.

#### **4.2.2 Level of Education of the Respondents**

The researcher asked the respondents regarding their level of formal education because of the assumption that the knowledge is basic in understanding the sources and nature of the problems as well as devising mechanisms of solving them. The knowledge is also crucial in the administration, management of resources and a tool of solving problems.

In this study, the term education was used to refer to formal education which is provided in school under well organised curriculum as opposed to informal education which does not entail a systematic syllabus (Warioba, 2008). The respondents were grouped into five categories of education levels that are primary education, secondary education, advanced diploma, diploma and degree.

**Table 4.2: Education Level of Respondents**

<b>Educational Level</b>	<b>Frequency</b>	<b>Percent</b>
Primary Education	11	13.8
Secondary Education	35	43.8
Diploma	15	18.8
Bachelor Degree	17	21.2
Advanced Diploma	2	2.5
<b>Total</b>	<b>80</b>	<b>100.0</b>

**Source:** Field Study, 2013.

By referring to Table 4.2 it can be deduced that most of the respondents, that is 43.8%, had received secondary education, followed by bachelor degree (21.2%) and then the diploma (18.8%). On the other hand, very few respondents had an advanced diploma (2.5%) and primary education (13.8%). Therefore, basing in Table 4.2, the majority of respondents (43.8) who were interviewed were secondary school leavers. With regard to research findings, the researcher noted that there is a need to upgrade the skills of LGAs staff, for it to remain competitive and the authority has to always impart knowledge to other employees. Also, LGAs are characterized by quite a number of responsibilities and tasks that demand an expertise on the side of administrators and managers. The people with the right skills, knowledge and attitude are needed in the Districts and Municipalities to ensure service delivery is accomplished.

#### **4.2.3 Position of Respondents in LGAs**

The result of the finding presented in Table 4.3 indicates that only one respondent (1.2%) of respondents is DED, six respondents (7.5%) were Heads of department, 20 respondents (25%) were Councillors, 15 respondents (18.8%) were Ward Executive Officers, 18 respondents (22.5%) were Village Executive Officers, and 20 respondents (25%) were other workers. Based in Table 4.3 majority of respondents who were interviewed were councillors and other workers.

**Table 4.3: Distribution of Position of Respondents in Local Authority**

<b>Position of Respondents</b>	<b>Frequency</b>	<b>Percent</b>
District Executive Director	1	1.2
Heads of Department	6	7.5
Councillors	20	25.0
Ward Executive Officers	15	18.8
Village Executive Officers	18	22.5
Others	20	25.0
<b>Total</b>	<b>80</b>	<b>100.0</b>

**Source:** Field Study, 2013.

#### **4.2.4 Status of Employment of the Respondents**

Employment is a relationship between two parties, usually based on a contract, one being the employer and the other being the employee (Stone, 2005). On this finding employment status of respondents grouped as permanent, temporary, part time and agreement employment.

Table 4.4 indicates that 60 respondents (75%) were permanently employed, 5 respondents (6.2%) were temporarily employed, one respondent (1.2%) was employed as part time and 14 respondents (17.5%) were employed on agreement basis. Therefore, basing in Table 4.4, the majority of respondents who were interviewed were permanently employed. The government should avoid employing part time workers because it is too cost and difficult for them to attend any training courses.



**Table 4.4: The Status of Employment of Respondents**

<b>Status of employment</b>	<b>Frequency</b>	<b>Percent</b>
Permanent Employment	60	75.0
Temporary Employment	5	6.2
Part Time Employment	1	1.2
Agreement Employment	14	17.5
<b>Total</b>	<b>80</b>	<b>100.0</b>

**Source:** Field Study, 2013.

#### **4.2.5 Working Station of Respondents at Local Authority**

The questionnaires were administered in three levels of local authorities: at village, ward and District level. Table 4.5 illustrates that 27 respondents (33.8%) were from District level, 35 respondents (48.8%) were from ward level and 18 respondents (22.4%) were from village level. Therefore, in Table 6 indicates that the majority of respondents (75%) interviewed were from the ward level of local authority. This implies that from ward level, there are councillors and ward executive officers as part and parcel of civil servants in LGAs whom together cooperate with DEDs in day to day activities.

**Table 4.5: Working Station of Respondents at Local Authority**

<b>Local authority</b>	<b>Frequency</b>	<b>Percent</b>
District	27	33.8
Ward	35	43.8
Village	18	22.4
<b>Total</b>	<b>80</b>	<b>100.0</b>

**Source:** Field Study, 2013.

#### 4.2.6 Working Duration of the Respondents

The outcome from the finding presented in Table 4.6 indicates that 22.5% of the respondents have an experience of less than five years in their working station. The 38.8% have an experience of 6 - 10 years, 22.5% have an experience of between 11 to 15 years, 11.2% have an experience of between 16 to 20 years and only 5% have experience of above 21 years. The work experiences of respondents were also used to know whether there are practical challenges encountered by DED on performance in LGAs and way used to solve these challenges.

**Table 4.6: Distribution of Working Duration of Respondents**

<b>Working duration</b>	<b>Frequency</b>	<b>Percent</b>
Below 5 years	18	22.5
6 – 10 years	31	38.8
11 – 15 years	18	22.5
16 – 20 years	9	11.2
21+	4	5.0
<b>Total</b>	<b>80</b>	<b>100.0</b>

**Source:** Field Study, 2013.

#### 4.3 The Roles of DED on Performance in LGAs

The data collected from the study presented in Table 4.7 shows that 22 respondents (27.5%) reported on enhancing development as the role of DED on performance in LGAs, 20 respondents (25.0%) reported on the role of DED on performance in local government authorities is to promote autonomy, 8 respondents (10.0%) commented that the role of DED on the performance of LGAs is to promote transparency and accountability, 17 respondents (21.2%) stated that the DED on performance in local

government authorities leads to good utilization of resources and finally, 13 respondents (16.2%) argued that better decision making is the role of DED on performance in LGAs. Therefore, basing in Table 4.7 majority of the respondents who were interviewed had the same outlook that the role of DED on the performance of LGAs is to enhance the development at the district level toward service delivery to the community.

**Table 4.7: Percentage Distribution of Role of DED on Performance in LGAs**

<b>Roles</b>	<b>Frequency</b>	<b>Percent</b>
To enhance development	22	27.5
To promote autonomy	20	25.0
To promote transparency and accountability	8	10.0
To lead to better utilization of human resources	17	21.2
To improve decision making	13	16.2
<b>Total</b>	<b>80</b>	<b>100.0</b>

**Source:** Field Study, 2013.

#### **4.3.1 The Role of DED on Performance in LGAs is to Enhances Development**

From the analysis in Table 4.8, 74 respondents (92.5%) agreed that the role played by DED on performance in LGAs is to enhance development. But, this is contrary to the findings obtained from six respondents (7.5%) who disagreed as they confirmed that the role played by DED on performance in LGAs does not enhance sustainable development. Therefore, basing on majority opinions, there are much greater roles of DED on performance in LGAs in enhancing development.

**Table 4.8: Role of DED on Performance in LGAs is to Enhance Development**

<b>Responses</b>	<b>Frequency</b>	<b>Percent</b>
Yes	74	92.5
No	6	7.5
<b>Total</b>	<b>80</b>	<b>100.0</b>

**Source:** Field Study, 2013.

#### **4.3.2 Argument on Role of DED on Performance in LGAs**

The researcher was put more emphasize on the roles of DED on performance in LGAs in promoting progress. Table 4.9 displays the responses obtained where by 16 respondents (20%) contended that the role of the DED on performance in LGAs in promoting progress is good, 28 respondents (35%) agreed that the role of the DED on performance in LGAs in promoting progress is average, 17 respondents (21.2%) responded that the role of DED on performance LGAs in promoting progress is very good, 11 respondents (13.8%) and 8 respondents (10%) contended that the role of the DED on performance in LGAs in promoting progress is poor and very poor respectively. Therefore, basing on majority opinions, it can be conclude that the role of the DED on performance in LGAs in promoting progress is almost average due to majority responses.

**Table 4.9: Argument on Role of DED on Performance in LGAs**

<b>Rank</b>	<b>Frequency</b>	<b>Percent</b>
Very good	17	21.2
Good	16	20.0
Average	28	35.0
Bad	11	13.8
Very bad	8	10.0
<b>Total</b>	<b>80</b>	<b>100.0</b>

**Source:** Field Study, 2013.

### **4.3.3 Responsibilities of DED on Performance in LGAs**

The finding shows the responsibilities of DED on performance in LGAs. The evidence in Table 4.10 indicates that 12 respondents (15.0%) managed to state the initiation of plans and programs for policies formulation and ensuring the effective execution of such policies as a responsibility of the DED on performance in LGAs, seven respondents (8.8%) managed to state that one of the role of DED on performance in LGAs is to act as a secretary to the district assembly and the tender board, coordinating and monitoring all activities for development within the District is marked by 26 respondents (32.5%), to ensure effective and efficient management and administration of resources in the District stated by 23 respondents (28.8%), 12 respondents (15.0%) argued that DED ensures an effective planning, development and management personnel of the assembly. Therefore, basing in Table 4.10 majority of the respondents (32.5%) managed to state that coordinating and monitoring all activities for development within the District is a key responsibility of DED on the performance of LGAs.

Furthermore, this finding is supported by Kuuzegh (2001) who argues that the responsibilities of DCD/ DED on performance in LGAs include; implementing the development of policies of the district, coordinating district level programmes both in public and private domains, to ensure the effective planning, development and management personnel of the assembly.

**Table 4.10: Responsibilities of DED on Performance in LGAs**

<b>Responsibilities</b>	<b>Frequency</b>	<b>Percent</b>
To initiate plans and programs for policies formulation and ensuring the effective execution of such policies	12	15.0
To act as secretary to the district assembly and the tender board	7	8.8
To coordinate and monitor all activities of development within the District	26	32.4
To ensure effective and efficient management and administration of resources in the District	23	28.8
To ensure the effective planning, development and management personnel of the assembly	12	15.0
<b>Total</b>	<b>80</b>	<b>100.0</b>

**Source:** Field Study, 2013.

#### **4.3.4 Human Resources Management**

According to Fowler (1995), Human Resource Management (HRM) is the function within an organization that focuses on recruitment of, management of, and providing direction for the people who work in the organization. The local government act assigns the district council the mandate to recruit, retain, direct, discipline and supervise the

human resources of local government in its jurisdiction. In assessing the capacity of the local government to perform this function, the researcher examined the functionality of human resource function in terms of staff performance appraisal, compensation, management of payroll, provision of healthy and safe working environment, provision of work tools, motivation of staff, handling of grievances and discipline, and management of personnel records.

Table 4.11 indicates that 21 respondents (26.2%) stated that human resources are very good utilized for development, 28 respondents (35%) argued that human resources are standard utilized for sustainable development, 15 respondents (18.5%) contended that human resources are good utilized for sustainable development, 8 respondents (10%) said that human resources are badly utilized and eight respondents (10%) revealed that human resources are very bad utilized. Therefore, basing on the majority responses, human resources are standard utilized for sustainable development. Table 4.11 illustrates more clearly the distribution of responses.

**Table 4.11: Percentages of Distribution of Human Resources Organization**

<b>Rank</b>	<b>Frequency</b>	<b>Percent</b>
Very Good	21	26.2
Good	15	18.8
Average	28	35.0
Bad	8	10.0
Very Bad	8	10.0
<b>Total</b>	<b>80</b>	<b>100.0</b>

**Source:** Field Study, 2013.

#### **4.4 Responses on Problems Encountered by DED on Performance in LGAs**

Through this finding the researcher was concerned to recognize the problems encountered by DED on performance in LGAs. Table 4.12 indicates that 79 respondents (98.8%) agreed that there are practical challenges encountered by DED on performance in local government authorities in Tanzania while one respondent (1.2%) disagreed, hence implied that there are no practical challenges encountered by DED on performance in LGAs. Therefore, basing on majority opinions, there are great practical challenges encountered by DED on performance in LGAs in Tanzania.

**Table 4.12: Distribution of Responses of Respondents**

<b>Responses</b>	<b>Frequency</b>	<b>Percent</b>
Yes	79	98.8
No	1	1.2
<b>Total</b>	<b>80</b>	<b>100.0</b>

**Source:** Field Study, 2013

##### **4.4.1 Practical Challenges Encountered by DED on Performance in LGAs**

The researcher was interested to know the practical challenges encountered by DED on performance in LGAs in the area where the study was investigated. The list of items that was assumed by the researcher to be the practical challenges encountered by DED on performance in LGA was provided. The respondents asked to tick against the items that were applicable.



Table 4.13 illustrates that the listed items on the extreme left were all indicated by the respondents to be the practical challenges encountered by DED on performance in LGAs in Tanzania. For example, lack of proper education on civic responsibility was marked by 24 respondents (30%), lack of understanding clear lines of authorities/chain of relationship and responsibility for management was listed by 18 respondents (22.5%) of frequency of responses, inadequate staff development and training schemes were marked by 15 respondents (18.8%), lack of consistent training programme for DED and other staff were listed by 12 respondents (15%), and delay in ability to submit requires/ returns or statement is named by 11 respondents (13.8%).

Therefore, basing on the majority opinions, lack of proper education on civic responsibility, lack of understanding clear lines of authorities/chain of relationship and responsibility for management, inadequate staff development and training schemes, lack of consistent training programme for DED and other staffs are the challenges facing DED on performance in LGAs in Tanzania.

**Table 4.13: Distribution of Challenges Facing DED on Performance in LGAs**

<b>Challenges</b>	<b>Frequency</b>	<b>Percent</b>
Delay inability to submit requires/returns or statement	11	13.8
Lack of understanding clear lines of authorities/chain of relationship and responsibility of management	18	22.5
Lack of proper education in civic responsibility	24	30.0
Inadequate staff development and training schemes	15	18.8
Lack of consistent training programme for DEDs and other staff	12	15.0
<b>Total</b>	<b>80</b>	<b>100.0</b>

**Source:** Field Study, 2013.

This finding is supported by the finding carried out by Isaachar (2001), asserted that in Ghana, DCD or RCD on performance in LGAs is faced with many problems which are political and traditional interference, weak budgetary preparation allocation, ignorance or inaccessibility to relevant circulars directives, policy statements, setting of unrealistic targets and performance management, financial performance, efficiency and productivity of staff, quality of staffs, divided royalty of the heads of decentralized departments coordination difficulties. The centre and region still relate to district departments, existence of weak of internal control and inability to meet targets.

#### **4.4.2 Other Challenges Hindering DED on Performance in LGAs**

This finding collected from the field presented in Table 4.14 indicates that 9 respondents (11.2%) informed that lack of local participation is a challenge hindering

the DEDs on performance in LGAs, 31 respondents (38.8%) argued that too much dependence on central government is the challenge which hinders the DEDs on performance in LGAs, 8 respondents (10%) asserted that lack of competent qualified personnel is a factor which hindering the DEDs on performance in LGAs, 24 respondents (30%) asserted that central the government interferences is the challenge which limit the DEDs on performance in LGAs, 8 respondents (10%) contended that political interferences such as RC, DC and MP is a factor hindering DEDs on performance in LGAs in Tanzania. Basing on the majority of respondents (38.8) who was interviewed argued that too much dependence on central government is a challenge which hinders DEDs on performance in LGAs.

**Table 4.14: Distribution of Challenges Hindering DED on Performance in LGAs**

<b>Challenges</b>	<b>Frequency</b>	<b>Percent</b>
Lack of local participation	9	11.2
Too much dependence on central government	31	38.8
Lack of competent qualified personnel	8	10.0
Central governance interferences	24	30.0
Political leaders interferences such as DC, RC and MP	8	10.0
<b>Total</b>	<b>80</b>	<b>100.0</b>

**Source:** Field Study, 2013.

#### **4.5 Methods Used to Solve Challenges Facing DEDs on Performance in LGAs**

The information collected from the study is shown in Table 4.14 indicates that 22 respondents (27.5%) stated that creating awareness about the presence of local authorities is the way used to solve the challenges encountered by the DEDs on performance in LGAs, 18 respondents (22.5%) contended that participation in

discussion through meetings is a better way used solve the challenges encountered by the DEDs on performance in LGAs, 5 respondents (6.5%) argued that conducting the seminars to the civil servants and imparting specialized training is a better way used to solve the challenges encountered by DEDs on performance in LGAs, 26 respondents 32.5% stated that the implementation of sustainability and development policies is a better way used to solve the challenges encountered by the DEDs on performance in LGAs and 9 respondents (11.2%) contented that O & OD and promoting peoples' participation are better ways used to solve the challenges encountered by DEDs on performance in LGAs. Therefore, basing on majority opinions, awareness about the presence of local authorities and implementation of sustainability and development policies are better methods used to solve challenging which encountered by DEDs on performance in LGAs.

**Table 4.15: Methods used to Solving Challenges Facing DEDs on Performance in LGAs**

<b>Methods</b>	<b>Frequency</b>	<b>Percent</b>
Creating awareness about the presence of local authorities	22	7.5
Participation in discussion through meetings	18	22.5
Conducting seminars to the civil servants and imparting specialized training	5	6,2
Implementation of sustainability and development policies	26	32.5
O & OD and promoting people's participation	9	11.2
<b>Total</b>	<b>80</b>	<b>100.0</b>

**Source:** Field Study, 2013.

#### 4.5.1 Satisfaction on Strategies used to Solving Challenges in LGAs

The data collected from the field presented in Table 4.16 indicates that 18 respondents (22.5%) concluded that the strategies implemented to solve the practical challenges encountered by the DEDs on performance in LGAs are highly satisfied, 37 respondents (46.2%) revealed that the strategy implemented to solve the practical challenges encountered by the DEDs on performance in LGAs was satisfactory, 13 respondents (16.2%) were neutral on the practical challenges encountered by the DEDs on performance in LGAs, four respondents (6%) and 8 respondents (10%) concluded that the strategies implemented to solve the practical challenges encountered by the DEDs on performance in LGAs are dissatisfied and highly dissatisfied respectively. Basing on the majority argument methods implemented to solve the practical challenges encountered by the DEDs on performance in LGAs was satisfactory.

**Table 4.16: Responses on Strategies for Solving Challenges in LGAs**

<b>Responses</b>	<b>Frequency</b>	<b>Percent</b>
Highly satisfied	18	22.5
Satisfactory	37	46.2
Neutral	13	16.2
Dissatisfied	4	5.0
Highly dissatisfied	8	10.0
<b>Total</b>	<b>80</b>	<b>100.0</b>

**Source:** Field Study, 2013.

#### 4.5.2 Communities Participation in Decision Making

The data collected from the study represented in Table 4.17 indicates that 75 respondents (93.8%) agreed that local communities involved in solving the practical

challenges were encountered by DEDs on performance in local government authorities while 5 respondents (6.2%) disagreed, hence implies that local communities do not participate in solving the practical challenges encountered by the DEDs on performance in LGAs. Therefore, basing on majority responses, it can be concluded that there are noticeable practical challenges facing DEDs on performance in LGAs. Table 4.17 illustrates more clearly this distribution of responses.

**Table 4.17: Responses on Communities Participation in Decision Making**

<b>Responses</b>	<b>Frequency</b>	<b>Percent</b>
Yes	75	93.8
No	5	6.2
<b>Total</b>	<b>100</b>	<b>100.0</b>

**Source:** Field Study, 2013.

#### **4.5.3 The Role of Decentralisation**

Faguet (2011) believed that decentralisation increases accountability, transparency and improves governance, which is not always the case and attributable to the low level of awareness of voters of their rights and responsibilities of their elected representatives.

The decentralisation is essential on the basis of efficiency and effectiveness because local authorities are better placed to determine local needs and priorities mobilise local resources on a sustained basis and engage beneficiaries in the implementation of programmes (Millar, 2004). Also, decentralisation increases effectiveness in service delivery and promotes innovation, human resource development, entrepreneurship and dynamism at the local level (Ibid). Galloway (2006) contended that decentralization is

also an instrument for shifting attitudes, developing and deepening skills and competencies, and engaging multiple stakeholders in the development process.

The findings in Table 4.18 revealed that 17.5% of the respondents strongly agreed, while 66.2% of the respondents agreed that decentralization is a tool to solve practical challenges encountered by the DEDs on performance in LGAs. On the other hand 11.2% of respondents were undecided on the fact that decentralization is a tool to solve practical challenges encountered by the DEDs on performance in LGAs. 2.5% of the respondents disagreed whereas 2.5% of the respondents strongly disagreed that decentralization is a tool to solve practical challenges encountered by the DEDs on performance in LGAs. Basing on the majority of responses, it can be concluded that decentralization is the best approach used to solve practical challenges encountered by the DEDs on performance in LGAs. The researcher comes out with an argument that D by D should be promoted/ strengthened from central government to the lower level that is, the village level with full autonomy and authorities to allow peoples' full participation in all aspects of development.

**Table 4.18: Percentage Distribution of Role of Decentralisation**

<b>Rank</b>	<b>Frequency</b>	<b>Percent</b>
Strongly Agree	14	17.5
Agree	53	62.2
Undecided	9	11.2
Disagree	2	2.5
Strongly Disagree	2	2.5
<b>Total</b>	<b>8</b>	<b>100.0</b>

**Source:** Field Study, 2013.

#### 4.5.4 Principles of Efficiency, Effectiveness and Accountability in LGAs

In this subsection, the findings and discussion are based on the efficiency, effectiveness and accountability as the principles which guide the DEDs on performance in LGAs. Table 4.19 indicates that 20% of respondents strongly agreed while 57.5% of the respondents agreed that efficiency, effectiveness and accountability are the principles which guide the DEDs on performance in LGAs. But, 3.8% of respondents on the other side were neutral on the fact that efficiency, effectiveness and accountability are the principles which guide DEDs on performance in LGAs. On the contrary, 10% and 8.8% of respondents disagreed and strongly disagreed respectively with the fact that efficiency, effectiveness and accountability are the principles which guide the DEDs on performance in LGAs. Basing on the majority of respondents (57.5%) who was interviewed, it can be concluded that efficiency, effectiveness and accountability are the principles which guide the DEDs on performance in LGAs. For local authorities to reach the intended goals, the leaders/administrators should have effectiveness, efficiency and accountability.

**Table 4.19: Principles of Efficiency, Effectiveness and Accountability in LGAs**

<b>Rank</b>	<b>Frequency</b>	<b>Percent</b>
Strongly Agree	16	20.0
Agree	46	57.0
Undecided	3	3.8
Disagree	8	10.0
Strongly Disagree	7	8.8
<b>Total</b>	<b>80</b>	<b>100.0</b>

**Source:** Field Study, 2013.



According to Mushi and Melyoki (2005), accountability and transparency are the key pillars of good governance that compel the state and civil society to focus on results, seek clear objectives, develop effective strategies, and monitor and report on performance. For instance, through public financial accountability and transparency, the governments can achieve congruence between the public policy, its implementation and efficient allocation of resources.

#### **4.5.5 Principles which Guide DEDs on Performance in LGAs**

According to the data collected from the survey as presented in Table 4.20, 16.8% of the respondents strongly agreed while 58.8% of respondents agreed that decision making, good governance and transparency are principles which guide the DEDs on performance in LGAs. 12.5% of respondents on the other hand were undecided on the matter that decision making, good governance and transparency are principles which guide the DEDs on performance in LGAs. On the contrary, 8.8% and 2.5% of respondents disagreed and strongly disagreed respectively on the above principles in guiding the DEDs on performance in LGAs. Therefore, the majority of respondents who were interviewed agreed that decision making, good governance and transparency are the principles which guide DEDs on performance in LGAs. The researcher would comment that any administrators should be strengthened and emphasized on these principles of administration to reduce bureaucracy.

Thus, transparency can help to stimulate active engagement of the private sector and civil society in public affairs, thereby confirming the changed role of the government as an enabler and facilitator of access to, rather than provider and controller of goods and

services. The distribution of responses from the respondents is presented more clearly in Table 4.20.

**Table4.20: Responses on Principles which Guide DEDs on Performance in LGAs**

<b>Rank</b>	<b>Frequency</b>	<b>Percent</b>
Strongly Agree	13	16.8
Agree	47	58.8
Undecided	11	12.5
Disagree	7	8.8
Strongly Disagree	2	2.5
<b>Total</b>	<b>80</b>	<b>100.0</b>

**Source:** Field Study, 2013.

#### **4.5.6 Approaches to Solve Challenges Facing DEDs on Performance in LGAs**

The data collected from the study presented in Table 4.21, shows that, 48.8% of respondents strongly agreed whereas 21.2% of respondents agreed that decentralisation, introduction of existing training programme for civil servants and peoples' participation in decision making are the appropriate approaches used to solve the practical challenges encountered by DEDs on performance in LGAs. On the other hand, 12.5% of respondents who were interviewed were undecided on the fact that decentralisation, introduction of existing training programme for civil servants and peoples' participation in decision making are the appropriate approaches used to solve the practical challenges encountered by DEDs on performance in LGAs. Unexpectedly, 7.5% and 10% of respondents disagreed and strongly disagreed respectively on the approaches in question in solving the practical challenges encountered by the DEDs on performance

in LGAs. Based on the majority of the respondents (48.8%) who was interviewed, it can be concluded that that decentralisation, introduction of existing training programme for civil servants and peoples' participation in decision making were the right approaches used to solve the practical challenges encountered by DEDs on performance in LGAs. Therefore, the government should put in practice these approaches so as to go hand in hand with the achievement of millennium development goals. The distribution of responses from the respondents is presented more clearly in Table 4.21.

**Table 4.21: Approaches for Solve Challenges Facing DEDs on Performance in LGAs**

<b>Rank</b>	<b>Frequency</b>	<b>Percent</b>
Strongly Agree	39	48.8
Agree	17	21.2
Undecided	10	12.5
Disagree	6	7.5
Strongly Disagree	8	10.0
<b>Total</b>	<b>80</b>	<b>100.0</b>

**Source:** Field Study, 2013.

#### **4.5.7 Training Courses (Programs) Attended by Respondents**

The information collected from the study presented in Table 4.22 indicates that 65 respondents (81.2%) agreed that there are workers who attended the training courses on the practical challenges encountered by the DEDs on performance in LGAs in Tanzania while 15 respondents (18.8%) disagreed to have attended any training courses on the practical challenges encountered by DEDs on performance in LGAs. Therefore, basing

on the majority of respondents (81.2%) who was interviewed, it can be concluded that a good number of workers attended different training courses on the practical challenges encountered by the DEDs on performance in LGAs. These courses help to improve efficiency, effectiveness, good decision making, accountability and transparency to administrators in LGA.

**Table 4.22: Distribution of Training Courses Attended by Respondents**

<b>Responses</b>	<b>Frequency</b>	<b>Percent</b>
Yes	65	81.2
No	15	18.8
<b>Total</b>	<b>80</b>	<b>100.0</b>

**Source:** Field Study, 2013.

#### **4.5.8 Responses Regarding Training Courses Attended by Respondents**

Due to the data collected from the investigation presented in Table 4.23 indicates that 27 respondents (33.8%) were satisfied where as 20 respondents (25%) were very satisfied with the training courses attended on the practical challenges encountered by the DEDs on performance in LGAs. Also, 16 respondents (20%) were somehow satisfied with the training courses attended on the practical challenges encountered by the DEDs on performance in LGAs. On the other hand, 12 respondents (12.5%) were dissatisfied with the training courses attended while seven respondents (8.8%) were neither satisfied nor dissatisfied with the training courses attended on the practical challenges encountered by the DEDs on performance in LGAs. Therefore, basing in Table 4.23, the majority of respondents (33.8%) who were interviewed were satisfied with the training courses attended on the practical challenges encountered by the DEDs

on performance in LGA. The government should therefore be responsible to make sure that training courses of official workers are continually conducted because such training efficiency and effectiveness in the management of resources.

**Table 4.23: Distribution of Training Courses Attended by Respondents**

<b>Rank</b>	<b>Frequency</b>	<b>Percent</b>
Very Satisfied	20	25.0
Satisfied	27	33.8
Somehow Satisfied	16	20.0
Dissatisfied	10	12.5
Neither Satisfied nor Dissatisfied	7	8.8
<b>Total</b>	<b>80</b>	<b>100.0</b>

**Source:** Field Study, 2013.

#### **4.5.9 Significances of Training Courses Attended by Respondents**

According to the data collected from the study presented in Table 4.24 indicates that 14 respondents (17.5%) contented that the training courses attended on the practical challenges encountered by the DEDs on performance in LGAs guided the individual workers how to monitor the government funds and management, 31 respondents (38.8%) recommended that the training courses on the practical challenges encountered by the DEDs on performance in LGAs helped the individual workers to improve decision making, 20 respondents (25%) alluded that the training courses attended on the practical challenges encountered by the DEDs on performance in LGAs helped the individual workers to strengthen democracy, transparency and accountability, 10 respondents (12.5%) insisted that the training courses attended on the practical challenges encountered by the DEDs on performance in LGAs helped the individual

workers to improve the delegation of power, 5 respondents (6.2%) concluded that the training courses attended on the practical challenges encountered by the DEDs on performance in LGAs helped the leaders to reduce bureaucracy among themselves.

Therefore, basing on the majority of the respondents (38.8%) who were interviewed, it can clearly be concluded that the training courses attended on the practical challenges encountered by the DEDs on performance in LGAs were more helpful in improving decision making. Through such finding, the researcher comes out with the argument that the government should administer more training courses, seminars, workshops on the challenges encountered by the leaders on performance in LGAs. The distribution of the responses of the respondents who were interviewed is clearly shown in Table 4.24.

**Table 4.24: Percentage of Significance of Training Courses Attended by Respondents**

<b>Significance</b>	<b>Frequency</b>	<b>Percent</b>
Its guide on how to monitor government funds and management	14	17.5
It helps to improve decision making	31	38.8
It helps to strengthen democracy, transparency and accountability	20	25.0
It helps to improve delegation of power	10	12.5
It helps to reduce bureaucracy among the leaders	5	6.2
<b>Total</b>	<b>80</b>	<b>100.0</b>

**Source:** Field Study, 2013.

This finding is supported by the study by Ishikawa (2007) who asserts that in LGAs, employees might have opportunities to undergo training courses and seminars because training courses help to develop or improve their work efficiency, problem-solving capacity is fostered, creativity is encouraged, and public administrative capacity is nurtured and improving efficiency in public duties overall.

## **CHAPTER FIVE**

### **CONCLUSION AND RECOMMENDATIONS**

#### **5.1 Introduction**

This chapter presents the summary of findings, conclusion and recommendation made out of the research findings. The first part provides the conclusions of the research study. The second part explains about the recommendation of this study. The third part suggests further area to be researched.

#### **5.2 Summary of the Findings**

The study was guided by three research objectives as outlined below: the role of DED on the performance of LGAs in Tanzania, the practical challenges encountered by DED on performance in LGAs, and the strategies that were used to overcome practical challenges encountered by DEDs on performance in LGAs in Tanzania.

##### **5.2.1 The Role of DED on Performance in LGAs**

For this study, 74 respondents (92.5%) agreed that the role of DEDs on performance in LGAs were to enhance development. But, this is contrary to the findings obtained from 6 respondents (7.5%) who disagreed as they confirmed that the role played by DEDs on performance in LGAs does not enhance sustainable development.

##### **5.2.2 The practical Challenges Encountered by DEDs on Performance in LGAs**

The findings indicated that the practical challenges encountered by the DEDs on performance in LGAs as 98.8% of the responses agreed while only 1.2 % of responses



in disagreed on the practical challenges encountered by DEDs on performance in LGAs.

### **5.2.3 The Strategies for Solve Challenges Facing DED on Performance in LGAs**

The findings of the study reveal that the government is supposed to employ proper methods to solve the practical challenges encountered by the DEDs on performance in LGAs. These methods as follows: creating awareness of the presence of local authorities, the participation in discussion in the meeting and promotion of the ideas through writing, implementation of sustainable and development policies, conducting seminars to the civil servants and imparting specialized training, O & OD.

### **5.3 Conclusion**

On the basis of the research findings, analysis and discussions above, the purpose of the study is to investigate the practical challenges encountered by the DEDs on performance in LGAs in Tanzania. The study was conducted in Singida District and subdivided into five chapters.

Also, different methods were used to collect the data that is questionnaire, interview, observation and documentary review. The analysis of the data was done by using the Statistical Package for Social Sciences (SPSS) version 16.0, where the researcher interpreted the data qualitatively through providing detailed explanation for the findings and quantitatively through numeral presentation such as percentages.

A case design was used for this study. The researcher employed a cross-sectional design because it saves time and proper resources use.

Through this finding the researcher observed different practical challenges encountered by DEDs on performance in LGAs in Tanzania. These challenges are such that the delay or inability to submit requirements returns or statements, lack of understanding clear lines of authorities and responsibility for management, lack of proper education on civic responsibility, inadequate staff development and training schemes, lack of consistent training programme for District Executive Directors and other staff, weak development planning and physical planning.

The findings of the study show that different approaches and methods are used to solve the practical challenges encountered by the DEDs on performance in LGAs in Tanzania like creating awareness of the presence of local authorities, the participation in discussion in the meeting and promotion of the ideas through writing, implementation of sustainable and development policies, conducting seminars to the civil servants and imparting specialized training, O & OD. As well as approaches were applied like decentralisation and all principles of administration is very important to put in practice that is the principle of hierarchy, unity of command, unity of direction, responsibility, division of work and authority.

Also, the researcher comes out with clear recommendations regarding the study findings for the policy makers, administrative personnel, Ministry of Local Government Authorities and government at large.

## **5.4 Recommendations**

This study provides suggestion under three important areas as: ministry of local government authorities and the government, administrative recommendation, policy implication.

### **5.4.1 Administrative Recommendation**

Basing on the study findings, the researcher observed various practical challenges encountered by the DEDs on performance in LGAs in Tanzania as indicated that: the delay or inability to submit requirements returns or statements, lack of understanding clear lines of authorities and responsibility for management, lack of proper education on civic responsibility, inadequate staff development and training schemes, lack of consistent training programme for District Executive Directors and other staff, weak development planning and physical planning.

By reflecting upon the research findings, the researcher wishes to recommend that: creating awareness about the presence of local authorities, participation in the discussion in the meeting and promoting ideas through writing, implementation of sustainable and development policies, conducting seminars to the civil servants and imparting specialized training, promoting people participation, O and OD are techniques employed to solve the challenges facing the DEDs on performance LGAs.

Also, decentralisation, introduction of the existing training programme for civil servants, professional and technical knowledge, capacity building for staff, provision of financial resources to local authorities and involving people in decision making are the

best tools used to solve the practical challenges encountered by the DEDs on performance in LGAs.

Furthermore, principles of management and administration should be proper guidelines to the managers and administrators to run institutions or organizations.

On the other side, the decision making, good governance, transparency and accountability are the principles which guide the DEDs on performance in LGAs.

In another way, the local authorities should be given full autonomy and discretionary power to handle the problems facing them instead of depending on each and every thing from the central government.

However, the central government should make sure that the provision of incentives to LGAs is very important to ensure effectiveness, efficient, sustainable and development policies.

On top of that, training courses such as ethics in leadership, good governance, financial monitoring and evaluation to administrators and their subordinates should be the main concern in order to strengthened good decision making, accountability and transparency for the management of resources in LGAs.

Finally, the government officials should advise the political leaders (politicians) such as MP, RC, RS, DC and RAS to avoid interference on the authority and responsibilities of DEDs on performance in LGAs.

#### **5.4.2. Recommendation to the Ministry of LGA and Government**

In this study, the researcher witnessed various comments from the respondents on the ministry of LGA and government handled challenges encountered by DEDs on performance in LGAs as follows: firstly, the government should strengthen the policy of D by D from the central to the grassroots level.

Secondly, the Local Government Authorities should be working together with local citizens, communities and adopting a developmental approach which enhances their capacity as policy and planning centres, enables to mobilise and manage a range of development initiatives, resources and processes through a logical vision and integrated planning framework for their local area.

Thirdly, O & OD methodology has been adopted by the government as a means of evolving plans and budgets, which is very participatory in its nature.

Fourthly, the Local Government Authorities (LGAs) through the Prime Minister's Office-Regional Administration and Local Government (PPMO-RALG) should be emphasized on the principles of administration that is principle of hierarchy, authority and responsibility, unity of direction, accountability, unity of command, division of work and authority.

Fifthly, the effective measures should be taken to address the existing and future problems encountered by the DEDs on performance in LGAs.

Finally, the government should introduce the existing training courses on LGAs where necessary in order to enhance good administration and improve ways of solving problems.

### **5.5 Policy Implication**

There are needs to review regularly the present local government policy so as to keep abreast of the development worldwide exacerbated by globalisation. This should go hand by hand with the creation of strategic measures to coherently address poverty syndrome that hits Tanzania, including lack of understanding clear lines of authorities/chain of relationship and responsibility of management, lack of proper education in civic responsibility, delay in ability to submit requires/ returns or statement, inadequate staff development and training schemes and lack of consistent training programme for the DEDs and other staff problems which faced by the DED on performance in LGAs.

### **5.6 Lessons Learnt**

The lesson learnt from this study does the broader thinking in relation to the practical challenges encountered by the DEDs on performance in LGAs in Tanzania. It is obvious that the entire contribution of the central government should be from the grassroots level in solving the practical challenges encountered by the DEDs on performance in LGAs. The government being effective and efficient in LGAs, it is necessary to look forward to strengthened the policy of D by D which gives the local authorities the power and full autonomy in administering in the low level aspects. Also, principles of administration should be emphasized in order to strengthen

efficiency, effectiveness, accountability, transparency, good decision making and good governance in the management and administration in an institution and organisation.

### **5.7 Area for Further Research**

In general, the findings of this study have revealed several aspects for further research regarding to practical challenges encountered by DEDs on performance in LGAs is needed. It is recommended that a similar study should be conducted in other areas of Tanzania in order to refute or generalize the findings of the study in question.

There is a need to carry out a study to see how the role of councillors on service delivery in LGAs in Tanzania. This is because this study shows that one of the limiting factors for DEDs on performance in LGAs is political leaders especially councillors, there is a need to know what extent it contributes.

Through this study the researcher discovered that financial is a challenge for everywhere, the researcher recommended that there is a need to carry out the study on Local Authorities Donor Funds management systems reported at District council. This is because of misuse of funds.

The findings of the study show that one of the problems encountered by DED on performance in LGA is political leader's interference, thus there is a need to find out the contribution political leaders on the performance in LGAs.

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## APPENDICES

### Appendix I: Questionnaires for Respondents

#### Dear respondent

The researcher is a student of Master degree in Public Administration at the University of Dodoma. You are kindly requested to answer the lay down of questions below giving related information for the heading ***“Practical Challenges Encountered by District Executive Directors on Performance in Local Government Authorities in Tanzania”. A Case Study of Singida District.*** Any information solicited from you will only be used for this research and will be confidential. Thanks for your kind consideration and cooperation to this request.

#### PART A: PERSONAL INFORMATION

Please put a **tick** (✓) in the space provided to indicate your response.

1. Sex... 1. Male ( ) 2. Female ( )

2. Age... 1.20 – 29 ( ) 2.30 – 39 ( ) 3.40 – 49 ( ) 4. 50 – 59 ( )  
5. 60 years and above ( )

3. Please mention your highest level of education.

1. Primary ( ) 2. Secondary ( ) 3. Diploma ( ) 4. Graduate ( )  
5. Advanced Diploma ( )

4. What is your position at your working station?

1. District Executive Director ( ) 2. Heads of Department ( )

3. Councillor  4. Ward Executive Officer

5. Village Executive Officer  6. Other

5. What is the status of your employment in this District?

1. Permanent employment  2. Temporary employment

3. Part time employment  4. Agreement employment

6. Which level of local authority are you working with?

1. District.  2. Ward.  3. Village.

7. For how long have you been working in this station?

1. Below five years  2. 6 – 10 years  3. 11 – 15 years

4. 16 -20 years  5. 21 and above

### **PART B. PRACTICAL CHALLENGES ENCOUNTERED BY DED.**

8. What are your responsibilities/duties in Local Government Authorities? Put a tick for your correct response.

1. Initiating plans and programs

2. Ensuring effective policy

3. Coordinating and monitoring all activities of development

4. Ensuring effective and efficient management of resources

5. Ensuring effective development and management personnel

9. What are role of District Executive Directors on performance in local government authorities?

1. To enhances development ( )
2. To promote autonomy ( )
3. To promote transparency ( )
4. They lead to good utilization of human resources ( )
5. They improve decision making ( )

10. Is the role-played by the DEDs on performance in local government authorities' development?

1. Yes ( )
2. No ( )

11. To what extent do the roles played by the DED on performance of Local Government Authority in promoting development at District level?

1. Good ( )
2. Average ( )
3. Very good ( )
4. Bad ( )
5. Very bad ( )

12. Are there any problems encountered by the District Executive Directors in performing local authorities?

1. Yes ( )
2. No ( )

13. Please identify the relevant problems which encountered by the DED on performance in Local Government Authorities.

1. Delay in ability to submit requires/returns or statement ( )
2. Lack of understanding clear lines of authorities/chain of relationship and responsibility of management ( )
3. Lack of proper education on civic responsibility ( )
4. Inadequate staff development and training schemes ( )
5. Lack of consistent training programme for DEDs and other staff ( )



14. To what extent do the LGAs utilize resources available (human resources) for development in your District council?

1. Very good ( ) 2. Good ( ) 3. Average ( ) 4. Bad ( ) 5. Very bad ( )

15. What do you think are other challenges hindering District Executive Directors' performance in local authority duties? Tick the appropriate aspects.

- 1. Lack of local participation ( )
- 2. Too much dependence on central government ( )
- 3. Lack of competent and qualified personnel ( )
- 4. Central government interferences ( )
- 5. Any other (specify).....

16. Is there any involvement of local communities in solving practical challenges encountered by District Executive Directors on performance in LGAs?

1. Yes ( ) 2. No ( )

17. What measures would you propose to be taken by the council and national level in order to solve the practical challenges encountered by the District Executive Directors on performance in local authorities? Tick appropriate aspects.

- 1. Creating awareness about the presence of local authorities ( )
- 2. Participation in discussion in the meeting and promoting ideas through writing ( )
- 3. Implementation of sustainable and development policies ( )
- 4. Conducting seminars to the civil servants and imparting specialized training ( )
- 5. If any other explain.....

18. Do the strategies implemented to solve practical challenges encountered by District Executive Director on performance in local authorities satisfactory?
1. Highly satisfied ( ) 2. Satisfactory ( ) 3. Neutral ( ) 4. Dissatisfied ( )  
5. Highly dissatisfied ( )
19. Please agree or disagree with the statement that: decentralization is a tool to solve the practical challenges encountered by the District Executive Directors on performance in local government authorities.
1. Strongly agree ( ) 2. Agree ( ) 3. Undecided ( ) 4. Disagree ( )  
6. Strongly disagree ( )
20. Efficiency, effectiveness and accountability are the principles that local government authorities depends upon for proper submission of decisions in time.
1. Strongly agree ( ) 2. Agree ( ) 3. Neutral ( ) 4. Disagree ( )  
5. Disagree strongly ( )
21. Show your standing point that decision making; good governance and transparency are principles which guide District Executive Directors on performance in local authorities.
1. Strongly agree ( ) 2. Agree ( ) 3. Undecided ( ) 4. Disagree ( )  
5. Strongly disagree ( )
22. Do you agree or disagree that decentralization, introduction of existing training programme for civil servants and peoples' participation in decision making are appropriate approaches to solve the practical challenges encountered by the

DEDs on performance in local authorities?

- 1. Strongly agree ( ) 2. Agree ( ) 3. Undecided ( ) 4. Disagree ( )
- 5. Strongly disagree ( )

23. Have you attended any training courses on the practical challenges encountered by the District Executive Directors on performance in local authorities such as good governance, monitoring of government funds, leadership ethics etc.?

- 1. Yes ( ) 2. No ( )

(a) To what extent were the courses attended helpful?

- 1. Very good ( ) 2. Good ( ) 3. Average 4. Bad ( ) 5. Very bad ( )

How Explain    1.....  
                          2.....  
                          3.....  
                          4.....  
                          5.....

***“Thank you for your cooperation”.***

## **Appendix II: Interview Guide for Respondents**

1. What are your responsibilities/duties in Local Government Authorities?
2. What are your roles on performance in Local Government Authorities?
3. Have you encountered any challenges on performance in local authorities?
4. What do you think is the good approach of solving such challenges encountered by the DED on performance in local authorities?
5. Have you attended any training courses about Local Government Authorities?

***“Thank you for your cooperation”***