

## TANZANIE

Capital : Dodoma



Area : 945 090sqkm  
Population : 38 330 000inhbts  
Density : 40,6 ctzns/km2  
Average growth: 2,0 %

### FOCUS

*The positive shift in decentralisation in Tanzania is that the Local Government Reform Programme (LGRP) supported by many bilateral donors through basket funding from 1990, and coordinated by UNDP, has made local government authorities more autonomous. This has happened although a legislation to back up this process is yet to be enacted. Local government revenue sources have been expanded under the LGRP, and accountability, transparency and responsiveness of local government authorities has improved. All this has led to improvement in the delivery of services.*

*What has not been achieved in Tanzania in the implementation policy is to have real devolution of powers and functions to local authorities, and this can only happen when a proper legislation to support this process will be enacted. What is happening under the LGRP is assigning functions and responsibilities to local levels of governance (Local authorities). Under the current Local Government Act of 1982, with various amendments, the minister responsible for local government can decide to take back such functions and responsibilities to central government. He can abolish an elected local government authority and appoint a Commission to take over its functions.*

*The short or long term project in Tanzania for local government is put in place a legislative framework which supports the autonomy of local government through devolution of powers and functions. This would guarantee the decentralisation process in Tanzania.*

## GENERAL INDICATORS

<b>Human Development</b>	HDI	0,407		
	Total GDP (millions \$US)	24 700		
	GDP/per capita (units of \$ US)	673		
	Annual Growth	6,3		
	Life Expectancy	46,0		
	Literacy (%)	Men	85,2	
		Women	69,2	
Access Internet/1000 ctzn)	7,08			
<b>Decentralization</b>	Communalized Population	100%		
	Average Communal area			
	Urban Population	36,4		
	Number and Tiers of local governments (councils)	Region	22	
		Department.		
		Local Governm.	10181	
City				
<b>Distribution of the communes by population strata (thousands)</b>	Less than 20 000	10075		
	20 000 to 49 999	95		
	50 000 to 99 999	11		
	100 000 and above	11		
	<b>Capital</b>	1		

### I- The decentralisation policy

#### **Evaluation:**

*The setting up of the local governance system is ongoing with the legal framework being amended. The forthcoming administrative arrangements are accordingly expected to promote local governance.*

#### **Indicators:**

- 1.1. Establishment of the LG system : ⇒
- 1.2. Consistency of the legal framework: ⇓
- 1.3. Consistency of administrative arrangements: ⇓

#### **Establishment of the Local Governance system**

In Tanzania mainland, a reform has been embarked upon, but not yet fully reflected in revised legislation. The Tanzania reforms do not include Zanzibar, where LGs play rather marginal role and operate in parallel to strong regional and district administrations. The reform in Tanzania grew out of an ongoing civil service programme in the 1990s, and it is part of a wider governance reform that is included

in the introduction of the multi-party politics. A policy for LG reforms in Tanzania was endorsed in 1998 and an operational programme has undertaken substantial training and introduced a process of restructuring LGs as well as undertaken some legal reviews. LG Act has been amended, just as a process of harmonizing sector legislation is ongoing.

#### **Legal framework for decentralisation**

The main legislation governing local government in mainland Tanzania is as follows:

- 1982 Local Government Acts amended
- 1982 Local Government Finance Act
- 1983 Urban Authorities (rating) Act

- 1997 Regional Administration Act
- 1999 Local Government Laws (Miscellaneous) Act.
- The Principal LG acts have been amended form 1999 as part of the LGRP and the

Local Government Services Act 1982

has been replaced.

### **The Administrative Organisation**

Administratively, Tanzania is divided into 26 regions, 21 on the mainland and five in Zanzibar. Regions are divided into districts, which are further subdivided into divisions. In mainland Tanzania there are 22 urban councils and 92 rural councils, three townships and 10,075 registered village councils. The LG structure in Tanzania is divided into rural and urban authorities

*Urban Authorities* comprise city, municipal and town councils. The district and urban councils have autonomy in their geographic areas. District councils coordinate the activities of the township authorities and village councils which are accountable to the district for all revenues received for day-to-day administration.

*Rural authorities* comprise the village and township councils and have responsibility for formulating plans for their areas, and in most cases securing district approval.

Current legislation to reform local government will produce 25 urban and 97 districts councils.

There are three types of local government in urban centers: town, municipal and city councils. The chairpersons of the town councils and the mayors of the municipal and city councils and their deputies are elected by councilors among themselves. Urban councils have the same standing committees as district councils and have also the discretion to establish more committees. Non-elected members may be co-opted into committees.

**Table 1: Administrative and territorial organization**

Territorial Division		Local Govt.	Constituency	Delib. Organ	Executive Organ	Decent Organ/Supervision
Name.	No					
Regions	26	No	Yes	No		
Administrative districts	129	No	Yes	No		
Urban Authorities	22	Yes	No	Urban council		
Rural Authorities	92	Yes	No	City Council	City Director	- *MOLGRA - **LGSC
Towns	8	Yes	Urban	Municipal Council	Municipal Director	- MOLGRA - LGSC
Town councils	11	Yes	Urban	Town Council	Town Director	- MOLGRA - LGSC
Township authorities	3	Yes	Rural	District Council	District Development Director	District Council
Rural councils	92	Yes	Rural	District Council	District Development Director	District Councils
Registered Villages	10075	Yes	Rural	Village Development Committee	Village Director	District Councils

Source: Ministry of Local Government and Regional Administration (MOLGRA) - \*\*Local Government Service Commission (LGSC)

## **II- The implementation strategy**

### **Evaluation:**

*There is no explicit implementation plan regarding decentralisation. The separation between central government matters and local affairs is not established. However, the MoLGRA has the opportunity to advocate for a fair decentralisation process in the national policy framework.*

### **Indicators:**

- 2.1. Implementation planning : ↓
- 2.2. Transfer of competencies and sector-based policies: ↓
- 2.3. Structuring of decentralization and spatial planning: ⇒
- 2.4. Technical support and M&E of the process: ↓

### **The decentralisation implementation planning**

Tanzania is currently implementing the local government reform within the framework of the reform of civil service. The reform aims at improving public service delivery. The decentralization reform considerably altered planning and decision-making in Tanzania. Today there are five levels: national, regional, district, ward, and village-at which institutions have been or are being established to plan and

implement development programmes and projects. The Party and the Government have developed parallel institutions at almost all levels. The political system was originally developed from the village level; thus, political institutions have existed in the villages since independence. The government institutions at village level, however, were not established until recently.

***Institutions in charge of technical support and monitoring***

The institutions in charge of technical support and monitoring of Local authorities in Tanzania are:

a) The Ministry of Local Government and Regional Administration

b) The Local Government Service Commission

c) The Association of Local Government Authorities of Tanzania.

***Transfer of competencies and sector based policies***

Local government in Tanzania is not a separate sphere of government. In this regard, the transfer of competences from central to local governments has not actually taken place. The appointment of senior staff is done by central government through the Local Government Service Commission. Local authorities have no powers to hire and fire such staff. The

Minister for Local Government and Regional Administration has to approve local authority budgets. Sector specific legislation (especially education), which affects local government is being amended. The Minister of state in the PO-RALG is responsible for the administration of this legislation.

***Decentralisation and spatial planning***

Decentralization and devolution in Tanzania requires the building of competencies for the new District responsibilities, one of which is implementing District spatial planning. The training which is currently under way aims to: (i) build capacity in staff involved in District spatial planning (DSP) processes with a focus on fields of Natural Resources Management (NRM) and environmental planning and management;

(ii) provoke systematic analyses of problems facing district planners dealing with DSP & environmental planning, under the implementation of decentralization policies; (iii) develop a framework appropriate for analyzing spatial information issues within DSP; (iv) enhance knowledge and skills in the collection, analysis and management of geo-spatial data.

**III- The local government structures and management**

***Evaluation:***

*The urban and rural council have a relative autonomy in their council. However, the implication support from donors is still necessary in some technical groups to achieve the municipal services. The interference of the central government in local affairs raises concerns about LG autonomy.*

***Indicators:***

- 3.1. *Functioning of the political organs : ⇒*
- 3.2. *Quality of the technical organs: ↓↓*
- 3.3. *The level of the State control: ↓↓*

***The political organs***

Deconcentrated Central Government in Tanzania is strong in districts and divisions. The oversight and support

institutions ie, PO-RALG inspection and RS are weak. There is need for

transformation from control to facilitation and inspection.

The Council in local government is composed of:

- *MPs*: They are elected by the members of the council. There has to be at least 2 women MPs, residents in the city and elected from the women in parliament and three councillors from each urban council, one of whom must be a woman. The township authorities comprise the chairpersons of the vitongoji within its area, not more than three members appointed by the district council, and women appointed according to political proportionality to make up at least one-third of the authority,
- *Mayors/Chairperson*: They are indirectly elected by the elected members of their respective

### ***The technical organs***

Village councils have four standing committees:

- finance and planning
- social services

### ***Control of Local government by the central government***

The central government in Tanzania has excess control over the local authorities. It

### ***Structures and functioning of the municipal services***

The type of services provided by municipalities varies due to variations in their size. The municipality takes responsibility for a wider range of services and functions in the larger towns as compared to the smaller ones. In general, service provision at the municipal level is limited. Both the coverage and level of services provided are low. One of the major reasons for such poor performance of municipalities in service provision is that most municipalities do not have the necessary power (Administrative, financial and political) to decide on their matters. Rather most decisions are made by higher authorities. This means that "devolution of power" in most regions is not in place. Major functions of municipalities include:

- Assessment and collection of municipal revenues

authorities. The Deputy Mayor must come from a different urban authority than the mayor,

- *Councillors*: They are elected across the URT by the first-past-the-post system and none of them are permanent. The legislative affirmative action has done much to ensure women's representation in local government. The legislated special seats has augmented the number of women councilors to 916, one fifth, 20 per cent of council directors are women. The term for all councilors is five years.

Local authorities have discretion to establish further committees although there is a maximum for each type of authority. The role of the committees is to develop policy, budgets and oversee the work of specific departments.

- Defence and security

- HIV/AIDS- These are new, created to ensure that the AIDS agenda is not lost in local government activity

exercises control over revenues, human and financial matters.

- Preparation and implementation of development plans
- Provision of internal roads and bridges
- Provision of markets, slaughter houses, terminals, public gardens, recreational areas, and other public facilities
- Regulation of cleanliness and provision of solid waste, water, sewerage, and drainage services
- Delivery of miscellaneous services, including fire protection, libraries, public toilets, street lighting and ambulance services.

Services that involve major inter-regional externalities or those that have important distributional implications such as health, education, major roads, electricity, telecommunications, postal services etc. remain in the hands of the city government or central government.

## IV- The Human Resources

### **Evaluation:**

*The proficiency of the local agent is appreciable. The transfer of personal is quite efficient. However, the local government contracting power remains limited.*

### **Indicators:**

- 4.1. *The qualifications of local agents : ⇒*
- 4.2. *The transfer of the human resources: ⇒*
- 4.3. *The LG contracting power: ⇒*

### **The existence and qualification level of local agents and the transfer of personnel**

Recruitment for senior staff in the Local Government (LG) in Tanzania is done by the Local Government Service Commission (LGSC) while the appointment for the chief executives of local authorities is made by the Minister and the President depending on the level of seniority.

The Salaries and benefits of both Junior and senior staff is done by the LGSC (PSC) while the incentives are done by the LGs. Training of the staff is done by the LGRP, discipline and Termination is done by LGs and the Minister/LGSC.

Legal framework in Tanzania is in transition and is currently in confusion. LG control of staff is limited by law and finances.

The challenges ahead as raised by local authorities are the following:

- Real LG autonomy in HR management for local accountability
  - Locally defined staff structures
  - Local Budget and work priorities
  - Accountability and efficient use of resources
  - While countering the damages of staff devolution
  - Biased staff selection
  - Undue political interference
  - Excessive recruitments beyond finances
  - Limitations on career development
  - Accountability and efficient use of resources
  - While countering the damages of staff selection, undue political interference, Excessive recruitments beyond finances, limitations on career development).
- The transfer of senior staff is done by the minister and LGSC. The performance appraisal of the staff is done by the LG.

### **The local government contracting power**

Local government authorities have no powers to hire and fire senior staff. All capital projects have to be approved by

the minister responsible for local government and so are the contracts for the same.

## V- The Local democracy

### **Evaluation:**

*Elections are held with respect to the electoral agenda. The population doesn't feel involved in the local decision-making process although an increasing participation of women is noticed. Tools to ensure transparency and accountability of Local governance are not effective.*

### **Indicators:**

- 5.1. *Fairness of the electoral system: ⇒*
- 5.2. *Level of citizen political participation: ⇒*
- 5.3. *Transparency and accountability of local authorities and management: ⇒*
- 5.4. *Sustainability of the municipal movement: ⇒*

### **The electoral system**

The electoral system currently used in Tanzania is mainly "First Past the Post". This system is similar to other electoral systems operating in some of ex-British colonies. The whole country is demarcated

into constituencies and wards. Each constituency elects its representative to the Parliament while every ward in Tanzania in mainland elects a councilor to be a representative in a council.

Every registered Political Party has the right to sponsor one Candidate for Presidential, Parliamentary and Councilors Elections. As such in every contested seat an election can have up to eighteen candidates because at the moment there are eighteen Political Parties with permanent registration. A candidate who wins majority votes is declared elected.

Tanzania has also a system of proportional representation according to votes, in the elections of Members of the Parliament for Women Special Seats. These are special seats for women which

### ***The representativeness of the local authorities***

Local government is not a separate sphere of government in Tanzania. It is a tier of government. In this way, local authorities' representation in national and international issues is mainly through the ministry responsible for local government and

### ***The local participation (relation between municipal organs and the civil society)***

Civil society participation in the affairs of local authorities is by observer status. At the moment civil society organizations are neither members of the Council nor the statutory committees of a local authority. A legislative framework for the participation of civil society and the private sector in the

### ***The transparency and accountability system of local management***

The ministry for local government and regional administration supervises the activities of local government authorities. In this way Local government authorities are accountable to this central government line ministry for what they do. In case of non-performance or poor performance the minister for local government has powers to abolish the council and appoint a commission. He can also transfer the chief officers and bring in new ones. However, a

### ***The municipal movement and the decentralised cooperation***

The Association of Local Authorities of Tanzania represents local government on the mainland of Tanzania. It is a voluntary organization with a membership of 114 urban and district councils. Its functions are to:

- Provide a forum for exchanging views and experiences among member LGAs,

are thirty percent of the total number of elected constituency members, plus five members elected by the Zanzibar House of Representative, the Attorney General of the United Public of Tanzania (ex-officio Member of the Parliament), the Speaker and ten presidential nominees.

Regarding the councilor's election, proportional representation for women special seats, is not less than one third of the all elected Councilors and Members of Parliament in each Council. The special seats are apportioned according to seats each political party, has won in the council.

regional administration. This picture is rapidly changing under the local government reform programme which is advocating for more autonomy of local authorities and their representation in such forums.

management of municipal affairs is yet to be enacted.

In Tanzania, legislation requires that every council should set aside a percentage of its revenue to fund development project activities initiated by women and youth.

system of down ward accountability for the elected officials to account for their performance to those who elected them does not exist.

Transparency does exist in that issues are discussed in a transparent manner in council and committee meetings. Members of public can participate are allowed to participate in full council meetings as observers.

- Provide advocacy on policy and legislative matters likely to affect LGAs,
- Disseminate information and provide expert advice,
- Make representation and proposals to government,
- Represent LGAs and their views in international forums,
- Its main funding comes membership subscription. ALAT is

affiliated to CLGF, UCLG and AULA. The impact of reforms is limited but increasing; needs to

balance capacity building and donor dependence.

## **VI- The Local finances**

### **Evaluation:**

*The poor resource-based of LGs results in their poor performance in locally generated resources. Consequently, the bulk of local finance derives from central government transfers resulting in a very light participation of LGs in the national economy.*

### **Indicators:**

- 6.1. Consistency of intergovernmental transfers : ⇒
- 6.2. LG performances in locally generated resources: ↓↓
- 6.3. The economic and financial weigh of LG: ↓↓

### **Intergovernmental transfers**

Central government allocations account for 72 per cent of the local authority budget. Government is looking at replacing the current system of allocating central funds to local authorities with a system of formula-based grants (where the level of grant to each LGA is demand-driven). In the medium-term grants would be sector-based, but over time councils will be given increased discretion in allocating resources between sectors through an unconditional grant component.

Currently, central allocations (government own resources and donor sector basket funding) are the most significant sources of revenue for LGAs. These may be conditional or unconditional as specified in the Local Government Finance Act. Conditional allocations are made for

education, health, water, roads and agricultural sectors which are being decentralized under the LGRP. There is a further conditional allocation for local government administration: education accounts for some 70% of allocations, health 18%, administration 6% and water, roads and agriculture together 6%. Unconditional allocations are applied to natural resource management, trade, cooperatives, lands and community development. They also support capacity building initiatives.

The 1982 Act also provides authorities with a poor resource base to be assisted by an equalization grant, but this has not been implemented.

Central government pays a proportion of local government salaries.

### **The locally generated revenues**

Local authorities levy a limited number of taxes, fees and charges. Councils are supposed to charge only in areas where they provide services. However, the government recently abolished the development levy and councils have been instructed to abolish those taxes which are of little benefit and which create problems in their collection.

The main sources of local income are from:

- fees including taxi registration, bus stands, forestry products, valuation, scaffolding, inoculation and ambulance
- licenses including road, liquor

- property taxes and rents
- charges including for refuse collection, hire of vehicles, markets
- fines
- others including sale of assents and recovery of public fund.

In district councils tax collection is organized around two levels: the council, and village levels, and in urban councils at the council and ward levels. At the sub-village level the vitongoji leader assists.

There is limited central supervision of locally raised revenue. Through the by-law system local authorities may introduce new taxes or rate changes, subject to ministerial approval.

### **The financial and economic weight of local governments**

Central allocations (government own resources and donor sector basket funding) are the most significant sources of revenue for LGAs accounting for 72 %

of their budgets. Local authorities' collection capacity is low, implying that they are not able to collect all the revenue from their local revenue sources.

## **VII- Local development and poverty alleviation**

### **Evaluation:**

*Local development planning is participatory. However, due to ineffective transfer of competencies, LGs have little participation in service delivery to the population and their support to local economic actors is merely inexistent.*

### **Indicators:**

- 7.1. Local development planning capacity : ↑
- 7.2. Level of service delivery to the population: ⇒
- 7.3. Support to the local economic actors: ⇒

### **The local development planning**

The planning process in Tanzania involves institutions from the village to the national levels. Since the Arusha Declaration, it has been a deliberate policy to encourage all people to participate in the planning and implementation of their development projects. This policy reflects the view that development of a country is brought about by the people themselves.

All the village affairs are discussed and decided upon in the village council, which is chaired by the party village chairman. Each village council should have a sub-committee on health and nutrition as well as one on agriculture. These subcommittees are the main channels of any village level nutrition intervention.

A large project to transform the villages into multipurpose cooperative was launched by the Prime Minister's Office in 1976. The previous unsatisfactory system on cooperative unions and societies had been abolished in June the same year, and the villages were given a much larger responsibility in planning and implementing projects. Each village was urged to work out an agricultural plan to be submitted to the district.

### **Local government supply of basic services to the population**

Basic local government services are supplied by sector ministries and the local authorities themselves. The Local Government Reform Programme is advocating for autonomous, efficient, and

Planning, however, needs a minimum of trained human resources. The lack of this has acted as a constraint on district- and village-level planning throughout the years. It was, therefore, of great importance to include a strong training component in the above-mentioned project. Two new cadres-of village management technicians and village managers-were created. The village management technicians are posted at ward level (four or five villages) and are supposed to co-ordinate and monitor the implementation of development projects in the villages. Most often they come from the former cadre of cooperative union officers and have received a very short course, mainly in bookkeeping and planning.

Village managers are posted in villages, one in each. Their role is somewhat ambiguous, but they are supposed to have two main functions: to be a general manager of village affairs under the village council, and to be the production manager of the communal village farm. The village manager is the extended arm of the government in the villages.

### **The support to the local economic actors**

There is not much support being given to local economic actors - local businesses through micro finance institutions and

effective local authorities and hence more local revenue sources are now being given back by central government to local authorities implying that their role in service delivery is being heightened.

cooperatives. The informal sector where the majority of businesses is found and is the main employer in local authority areas

does not receive and formal support from government.