Experience of Decentralized and Centralized Recruitment Systems in Local Government Authorities of Tanzania: A Case Study of Two Local Government Authorities in Morogoro Region

A Research Paper presented by:

FELISTER BRUNO NJOVU

(Tanzania)

In partial fulfilment of the requirements for obtaining the degree of

MASTER OF ARTS IN DEVELOPMENT STUDIES

Major:

Governance Policy and Political Economy

GPPE

Specialization:

Public Policy Management

Members of the Examining Committee:

Your Supervisor's Name: Dr. Sunil Tankha

Your Reader's Name: Dr. Sylvia Bergh

The Hague, The Netherlands

Disclaimer:

This document represents part of the author's study programme while at the Institute of Social Studies. The views stated therein are those of the author and not necessarily those of the Institute.

Inquiries:

Postal address:

Institute of Social Studies
P.O. Box 29776
2502 LT The Hague
The Netherlands

Location:

Kortenaerkade 12
2518 AX The Hague
The Netherlands

Telephone: +31 70 426 0460
Fax: +31 70 426 0799

Contents

List of Tables *v*
List of Figures *v*
List of Maps *v*
List of Appendices *v*
List of Acronyms *vi*

Chapter 1: Introduction **1**
1.1 Background and problem statement 1
1.2 Research Objective 3
1.3 Main research question 3
1.4 Specific research questions 3
1.5 Relevance and Justification 3
1.6 Scope of the study 4

Chapter 2: Conceptual Framework **5**
2.1 Decentralization 5
2.2 Reasons for decentralization 6
2.3 Advantages and disadvantages of decentralization 6
2.4 Administrative and Human Resources Decentralization 8
2.5 Advantages and disadvantages of Human Resources decentralization 9
2.6 Centralized Human resources management - Advantages and Disadvantages 12

Chapter 3 Research Methodology **14**
3.1 Selection of case study 14
3.2 Research Population and Selection of Respondents 14
3.3 Data gathering technique employed 16
3.4 Data analysis 17
3.5 Limitations of the Research 17
3. 6 Ethical issues 18

Chapter 4 The overview of the Recruitment systems in Tanzania **19**
4.1 Country Overview and Local Government in Tanzania 19
4.2 Recruitment of Local Government staff in Tanzania 20
4.2.1 Recruitment during Decentralized Phase (1998-2009) 20
4.2.2 Recruitment during Centralized Phase (2009 to date) 22

4.3 Area of the Study 23

4.3.1 Morogoro District Council 23

4.6.2 Kilombero District Council 23

Chapter 5 Decentralized and Centralized Recruitment System in Tanzania 25

5.1. The implementation of decentralized and centralized recruitment system 25

5.1.1 The implementation of Decentralized Recruitment system 25

5.1.2. The implementation of Centralized recruitment System 27

5.2. Motives for decentralized and centralized recruitment system 29

5.2.1 Reasons for decentralized recruitment system 29

5.2.2 Reasons for centralizing recruitment system 32

5.3 Effects of Decentralized and Centralized Recruitment System in recruiting and allocating Staff in LGAs 36

5.3.1 Effects of decentralized recruitment system in recruiting and allocating staff in LGAs 36

5.3.2 Effects of Centralized recruitment system in recruiting and allocation staff in LGAs 43

5.4 Decentralized versus Centralized recruitment system 49

Chapter 6: Conclusion 51

References 56

Appendices 60

List of Tables

Table 1 Distribution of respondents 16
Table 2: Reasons for centralizing recruitment system 32
Table 3: Positive effects of centralized recruitment system 43
Table 4: Effects of Decentralized and Centralized Recruitment Systems 53

List of Figures

Figure 1: Reasons for decentralizing recruitment system 30
Figure 2: Positive effects of decentralized recruitment system 37
Figure 3: Negative effects of decentralized recruitment system 40
Figure 4: Negative effects of centralized recruitment system 47
Figure 5: Preferred system 49

List of Maps

Map 1:Map of Morogoro Region 24

List of Appendices

Appendix 1: Research Questionnaires - For LGAs' Staff 60
Appendix 2: Interview guide questions/checklist for DEDs and DHROs, PMO-RALG and PSRS. 65
Appendix 3: List of Interviews 66

List of Acronyms

DAS - District Administrative Secretary

D by D - Decentralization by Devolution

DED - District Executive Director

DHRO - District Human Resources Officer

HRM - Human Resources Management

HR - Human Resources

LGA - Local Government Authorities

LGRP - Local Government Reform Program

MDAs - Ministries, Departments and Agencies

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

POPSM - President's Office Public Service Management

PSRS - Public Sector Recruitment Secretariat

URT - United republic of Tanzania

Abstract

This study explores the motives and effects of decentralized and centralized recruitment system practiced by Tanzanian government in recruiting and allocating local government staff practiced in different period of time. Following the adoption of Decentralization by Devolution (D by D) policy 1998 and government desire to improve performance of local government staff, Tanzanian government decentralized recruitment process to local government authorities in which LGAs were given responsibility to recruitment their own staff for the purpose of improving service delivery. Decentralized system failed to deliver the intended results as the results government took the responsibility back to central government in 2009. However, despite the shift of the task to the centre, there are some complaints regarding the under performance of the new system that related to delay in filling vacant positions, recruitments of unqualified staff and employee allocation problems. The study used a case study approach to examine people's opinions on the shifts of the two systems and their effects in recruitment and distribution of Public servants among Local Government Authorities (LGAs). Two LGAs in Morogoro region were selected to examine the two systems. The analysis and conclusion in the paper is largely based on the respondents' views gathered during field work.

Relevance to Development Studies

Public service delivery is often affected by the number and quality of staff. Modes of recruiting can highly contribute to the employment of good or poor quality of staff as well as their retention. Centralized or decentralized recruitment systems are the system adopted by the government with main aim of ensuring availability of qualified staff in all public institution for better service delivery. By exploring the advantages and disadvantages of each system this study is relevance through its findings which show how each system affects the quality, number and retention of staff and therefore alert the government on the effects of each system that have to be considered before adopting any system for better service delivery .

Keywords

Decentralization, Centralized human resources management, decentralized human resources management, decentralized recruitment, centralized recruitment and Local Government, Local Government Authorities.

Chapter 1: Introduction

1.1 Background and problem statement

The government of Tanzania has undergone various decentralization phases since her independence. Soon after independence Tanzania abolished the Native Authorities established by the British and introduced a new structure of local councils under the decentralization system (Venugopal and Yilmaz 2010). Due to some weaknesses in administrative and financial capacity of the Councils, in 1972 the government under the decentralization of Government administration Act (Interim Provision 1972) abolished all local government authorities and centralized power and authority in central government (Venugopal and Yilmaz 2010). Central government, apart from being responsible for all matters relating economic and social services provision was also responsible for the provision of human resources for local government authorities. During this phase recruitments and distributions and all matters relating to management of public servants such as planning, promotion, appointment and dismissals of public servants were centrally done by a central establishment office known as Civil Service Department, (Munga et al. 2009)

Ten years later, due to government failure to achieve the intended results of centralization and because of financial crisis government decided to adopt another decentralisation programme in 1982 under the Decentralization of Government Administration Act no. 12 (Interim Provision 1982) with the hope of improving performance through citizen participation (REPOA 2008). During this period matters relating to local government staff were handled by the Local Government Service Commission established in 1982 (Munga et al. 2009). Together with other responsibilities the Commission was responsible for the appointments, transfers, promotions, termination of appointments, dismissal and discipline control of personnel within local government office (URT 1982)

Due to local government failure to perform substantial in delivering services, in 1996 the government set out its vision for decentralization by devolution (D by D) whereby Local Government Reform Program (LGPR) was established as an implementing vehicle of the policy. In 1998 the program be-

gan with its main objective of improving services at local level by strengthening governance and empowering LGAs (Tidemand and Msami 2010). LGRP through its policy paper gave LGAs power to plan, recruit, reward, promote, discipline, develop and fire their personnel (URT 1998). Giving such responsibility to LGAs was one among the LGRP's objective that aimed at ensuring better environment that will improve the performance of LGAs and improve service delivery by making staff more accountable to local councils by delinking them from their Ministries. Delinking LGAs' staff from their Ministries believed to increase staff accountability to local councils and reduce cumbersome administration procedures by making staff more attached to respective LGA and more responsible to local needs, hence move from bureaucratic behaviours to a service and performance oriented behaviour (URT 1998).

In 2009 the government of Tanzania took back the responsibility of recruiting staff from Local Government Authorities to the central government under the Public Service Recruitment Secretariat. The Secretariat was established in January, 2009 in accordance with the Public Service (Amendment) Act, 2007 Section No.29 with the purpose of facilitating recruitment of employees in the Ministries, Independent Departments, Executive Agencies (MDAs) and other Public Institutions. The secretariat has been responsible for recruitment of all civil servants of all government institutions including LGAs (URT 2007). The reasons for shift of the responsibility to central government could be a low capacity of LGAs to recruit qualified personnel, nepotism, and increased corruption in relation to the recruitment process.

Despite the shift of the task to the centre for the hope of solving problems related to decentralized system yet there are some complaints on underperformance of the new system that relate to delay in filling vacant position, recruitments of unqualified staff and employee allocation problem. Basing on this background this study aims at investigating the motives and effects of centralized recruitment system in the recruitment and allocation of civil servants to LGAs in comparison to decentralized system of recruitment focusing on two LGAs in Tanzania.

1.2 Research Objective

To examine factors for the adopting the two systems and the effects of decentralized and centralized recruitment system in recruiting and allocating public servants in LGAs of Tanzania. In the view of this objective this study focused on the following research question**;**

1.3 Main research question

What are the motives and effects of decentralized and centralized recruitment system in recruiting and allocating public servants in LGAs of Tanzania?

1.4 Specific research questions

1. How is decentralized and centralized recruitment done?
2. What were the motives for the shift of LGAs recruitment system?
3. What are the effects of two systems to LGAs?
4. Which system is preferred as compared to the other?

1.5 Relevance and Justification

Appropriate recruitment processes and allocation of staff is a basis for better employee performance therefore better organization performance (Coggburn 2005, Llorens and Kellough 2007). It has shown from the background how Tanzania has been struggling for better way to recruit and allocate public servants in its organizations particularly LGAs since its independence for the purpose of improving the civil service and service delivery to public. The government have been shifting the responsibility of recruiting from one authority to another but the problems are yet to be solved. Since not much have been studied on this area conducting this study was important so as to get stakeholders' opinions on the two systems. Provided that the study examined all the two systems (decentralized and centralized recruitment system) and compare the respondents' understanding of the advantages and disadvantages of each system and the trade-off between the two systems therefore the results of this study would be helpful to policy makers to decide on the better way to recruit and allocate public servants in order to improve civil service and service delivery to public particularly to LGAs. The results will be helpful to other stakeholders to

become aware of each system and think on the solutions to overcome the underlying challenges of each system before it is adopted. The study would also contribute to the existing literatures on recruitment and allocation of public servants.

1.6 Scope of the study

This paper focused on examining recruitment systems in Tanzania. Despite the fact that, decentralizing and centralizing recruitment processes in Tanzania have effects to all government organizations and institutions but for the purpose of this study the focus is placed only to local government authorities and only two LGAs that is Morogoro and Kilombero district council were selected to represent other LGAs in the country.

Chapter 2: Conceptual Framework

2.1 Decentralization

Decentralization of public service was one among procedures of the programme adopted by many developing countries aims in achieving the objective of the programme including that of improving service delivery to people (Lukumai 2006). Decentralization can be defined as a transfer of authority, responsibility and accountability from central to local government (Barnett et al. 1997). It is a process of state reforms composed by a set of public policies that transfer responsibilities, resources or authority from higher to the lower level of government (Falleti 2005). Decentralization is anticipated to bridge the gap between government and the people, therefore is expected process which would transfer power, autonomy, responsibility and public tasks to local government (Rohitarachoon and Hossain 2012).

Principally decentralization can take various forms, common describe as deconcentration, devolution and delegation. Therefore it further be defined as i) shifting of workload by centrally allocated officials to staff or officials outside the national capital (deconcentration) ii) transfer of management from center to semi-autonomous organization and agencies within public service structure (delegation), iii) transfer of political and decision making powers and authorities for managing public service to independently elected local government (devolution), (Rondinelli et al. 1983).

It also has several dimensions which are Administrative decentralization (functional responsibility), financial decentralization (access to resources) and Political decentralization (Accountability) (Barnett et al. 1997). Administrative decentralization refers to a set policies creates or transfers bureaucratic procedures and functions from central government to a local government administration. The procedures include laws and regulations governing local administration while functions involve planning and delivery of service. However financial or fiscal decentralization refers to policies formulated to increase fiscal autonomy to local government which is the autonomy to revenue collection and expenditure (Awortwi 2010). Whereby political decentralization is defined as a set of constitutional amendments and electoral reforms designed to open

new or active existing but dormant or ineffect-spaces for the representation of sub-national polities (Falleti 2005).

2.2 Reasons for decentralization

It has been revealed that decentralization may be caused by some environmental, institutional and personal factors (Barnett et al. 1997). According to Barnett, environmental conditions such as Urbanization, collapse of central regime, lack of central resources to meet local needs and concern over government accountability are the issues that may cause decentralization policy response. On the other hand institutional conditions involve issues such as change in policies, political good will, genuine autonomy of the local government and local government legitimacy. While personal factors consist of interests of those who have control over the government which may include issue such as recognition for achievement, power to influence policy, policy and ability to lead (Barnett et al. 1997). Decentralization reported to be the results of structural adjustment program adopted by many developing countries in which funding agencies such as World Bank are reported to be the driving forces (Meyer and Hammerschmid 2010, Kolehmainen-Aitken 1998). Decentralization may be the results of both internal and external factors but for developing countries mainly had been the results of external factors particularly donor agencies.

2.3 Advantages and disadvantages of decentralization

Decentralization by devolution is promoted mostly by many developing countries. Through this form of decentralization government is expected to transfer political and administrative power and authority to local government level in order to improve efficiency in service delivery (Smoke 2003). Decentralization is seen as greater potential for social and economic development because power and responsibility given to local government authorities may lead to high citizen participation, effective resource utilization, increased local resource mobilization and improved quality of local government (Baker et al 2002). It regarded as a means to overcome the limitations of centrally controlled planning by delegating authorities to officials working in the field closed to the people (De Vries 2000). Decentralization brings government closer to people

therefore ensures citizens involvement in decision making and therefore bridge the gap between citizens and government. It is appreciated for increasing efficiency and improves service delivery since local government levels are closer to people, have access to local information and understand local context well, therefore they can better identify and deliver local needs than the higher level (Smoke 2003). It can also encourage local people to participate in local affairs (Rohitarachoon and Hossain 2012).

Decentralization may result into flexible, innovative, and creative administration; it increases political stability and national unity; it is more flexible and quick responds to the problem; it is effective because local organization knows what actually happens within the area; leads to higher morale and commitment to the organization (Rondinelli and Cheema 1983; Osborne and Gaelber 1992 and Osborne 1993 cited in De Vries 2000). It has also stipulated by Hasenan that decentralization leads to flexibility because it allows line managers to suit their priorities in accordance to their needs and environment changes (Hasenan 2010). Furthermore it has reported that decentralization may results to increase in local accountability, transparent and responsiveness, increase local government's ability to act including revenue mobilization, competent budgeting and financial management, enhance skills and professionalism and merit based recruitment and promotion (Barnett et al. 1997). Decentralization has been extensively perceived as a panacea to overcome many public management failures in which it is compressed different aspects of local public administration that is structural reform, fiscal administration and human resources management (Rohitarachoon and Hossain 2012). It is believed to be a solution to the limitation of centrally controlled national plans by delegating greater authority to officials working in the field closer to the people and problems in which it is expected to cut red tape and increase official knowledge of and sensitivity to local problems (De Vries 2000).

Despite of its advantages to local government and the country in general decentralization is blamed for enlarging disparities; endanger stability; destabilize the efficiency of the state, (Prud'Homme 1995). It also held responsible for causing duplication; competition among Local government units; and it is against principal of equity before law (De Vries 2000).

2.4 Administrative and Human Resources Decentralization

As already discussed above administrative decentralization is one among the dimensions of decentralization which is more about transferring administrative functions to local government one of them being Human resources management (HRM). Administrative decentralization comprises the set of policy that transfer the administration functions and delivery of social service such as education, health social welfare or housing to subnational government (Falleti 2005). It may be in a form of deconcentration, devolution and delegation, (Green 2005).

According to Green, **deconcentratio**n can be referred to a minimum change in which staff at local level are employees and accountable to the centre through their respective ministries. Central employees compensate for weak local capacity. While **delegation** is referred to an intermediate change whereby staff could be employees of central or local government but the centre typically defines pay and employment. Local government have some authority over hiring and location of staff but is less likely to have authority over firing. Besides, **devolution** referred to substantial changes in which staffs are employees of local government, whereby local government have full discretion over salary level, allocation and number of staff as well as authority to hire and fire, central may still establish standards and procedures of hiring and managing staff. Similarly Meyer (2006 cited in Tessema *et al* 2009) reported administrative deconcentration to be the redistributive decision making authority, financial and management responsibilities among levels. While Devolution is the transfer of governance responsibility for specified functions to subordinate levels either publicly of privately owned that are outside the direct control of the central government. Equally delegation has been defined as the transfer of managerial responsibility for specified functions to other public organization outside central government (Tessema et al. 2009).

One among the administrative functions include human resource administration, therefore through administrative decentralization power and authority is granted to local government to manage their human resources that can be termed as Personnel or human resource management decentralisation (Treisman 2002). Under this type of decentralization local government is re-

sponsible of taking control over its personnel which involve hiring, promoting, developing and firing. Decentralized HRM system is one of the common administrative reforms made to redistribute certain human resources (HR) functions normally performed by the centre (Tessema et al. 2009). It is a result of New Public Management advocates who advocates a shift from extensive regulation and compliance management to increased discretion and initiative for operating managers in achieving targets. According to them decentralization and devolution of human resources management is instrumental in shifting from a rule-bound culture to a performance based system whereby it creates greater diversity of practices, better recruitment and training, increased responsibility and accountability, sharper focus on efficiency and effectiveness and provision of better services (Lonti 2005). Ingraham (1996 cited in coggburn 2005) attested that decentralize HR gives line agencies considerable discretion and autonomy over HR functions such as recruitment, hiring, position classification, compensation, performance evaluation and discipline. In which manager are expected to use the discretion to enhance effectiveness and productivity of their agencies (Coggburn 2005).

2.5 Advantages and disadvantages of Human Resources decentralization

Decentralized system is linked to the new model of public management which come into being through new public management that emphasis on management for results, performance management, corporate planning, and devolution of authority and decentralization of activities. Under this new model human resources management has been characterized by the creation of more flexible structure and processes, the removal of centralized agencies and service, wide consistency of rules and greater responsibility to line managers and supervisors in the management of employees (Brown 2004). Decentralized HR functions characterized by flexibility, innovation, responsiveness and better decision making and hence efficiency and effectiveness (Hays and Kearney 2001). The effectiveness and efficiency of the system believed to be the results of good plans that reflect local areas due to the use of detailed and up to date information of the local area (Tessema et al. 2009). Because managers are given greater freedom, autonomy and responsibility therefore HR decentralization

said to increase morale and hence better performance of the managers (Hasenan 2010). It is also reported that HR decentralization enhances the decision making process and innovation since the responsibilities of HR have been given to the lower HR level (Hasenan 2010).

Decentralized HR said to be more effective and responsive since it gives line managers the authority to manage their HR programs to meet their needs and it is more effective because it allows managers to reach hiring decision quicker with less red tape (Coggburn 2005).It is linked to the new public management in which human resources responsibilities are given to operating managers as the results speed, flexibility and responsiveness to recruitment are enhanced (Lavigna and Hays 2004). Decentralized personnel system is more flexible than centralized system because managers can customize human resources practice to meet their needs (Selden et al. 2001).

Apart from its advantages decentralized human resources also have disadvantages. According to Prud'Homme decentralized human resources are mostly accompanied with corruption as it is likely that corruption is more widespread at the local than national level (Prud'Homme 1995). It is also blamed for creating inequality, lack of coordination and favouritism in the process of recruitment of staff (Wang et al. 2002). It has further reported that human resources decentralization without strong control mechanism is possibly tended to encourage favouritism and nepotism (Tessema et al. 2009). Recent study done in Thailand revealed that decentralization of human resources has facilitated corruption, encouraged patronage system to be stronger in local level in Thailand, (Rohitarachoon and Hossain 2012). The system is also accused for eroding employment conditions and opportunities for career development and contributed to poorer service delivery due to large-scale downsizing and contraction (Brown 2004). It is proclaimed that HR decentralization leads to inequity in resources distribution among local levels unless appropriate equalization mechanism has been established (Prud'Homme 1995).

Since Human resources functions also include recruitment of staff therefore decentralized recruitment system is linked to decentralized HR as well as its advantages and disadvantages. Explicitly, decentralized recruitment came as a means to overcome the procedurals of the centralized recruitment (Berman et al. 2012). Decentralized recruitment is characterized by multiple

choice of entry whereby applicants are screened by agencies or other sub units instead of being required to follow network of centralized regulation. Furthermore managers have more control over job description, public announcement of openings, recruitment and terms of appointment (Lavigna and Hays 2004). It is also said to be a kind of recruitment which is appreciated for its flexibility, effectiveness and responsiveness to HR needs since decision on hiring can be reached quicker (Coggburn 2005).

On the other side decentralized recruitment is blamed for causing inequity in human resources distribution among rural and urban and between rich and poor local governments the situation that exist in many countries (Wang et al. 2002). It is further declared that decentralized recruitment leads to unequal distribution of staff unless there is effective mechanisms exist to address the imbalance (Kolehmainen-Aitken 1998). This is supported by the study done in health staff in rural China, Tanzania and Papua New Guinea in which the results showed decentralized recruitment led to unequal distribution of health workers in those areas (Munga et al. 2009, Wang et al. 2002, Kolehmainen-Aitken 1992).

Additionally the system said to have effect on the quality of staff in which unqualified staff are said to be employed as results of favouritism and nepotism (Bossert et al. 2000). For example the study done in Uganda revealed that decentralized recruitment led to nepotism, tribalism and corruption which then affects the quality of staff in Uganda (Bossert et al. 2000). Parradol-Diez also declared that decentralized recruitment if not corresponded to the devolution of responsibilities the selection process may lead to nepotism (Parrado-Díez 1997). It is further reported that under decentralized recruitment system is very common to find workforce lacking the requisite technical, interpersonal and problem solving skills (Berman et al. 2012). Generally the system is blamed for causing inequality in HR distribution, leading to nepotism, favouritism, patronage and corruption which the affect the quality of staff (Nabaho and Kiiza 2013)

2.6 Centralized Human resources management - Advantages and Disadvantages

The centralized human resources system of public sector is mainly linked to the traditional model of public sector whereby administrative system was characterized by bureaucratization of procedures to ensure decisions and actions were consistent, formalized and systematically addressed activities through a pre-defined application of rule and process. Under this system recruitment was highly centralized and run by powerful central agencies that were responsible for all decisions over hiring, setting establishment numbers and formulating rules for employment , training and career development (Alford 1993 cited in Brown 2004). Therefore centralized recruitment is linked to traditional model of administration.

Centralized human resource is believed to have advantages such as solving the problem of inequality and corruption associated with political patronage. Equally by practicing centralized HR and practicing political neutral HR decision centralized HR offers a greater protection against political coercion to employees, bring about equal treatment of employees, promote consistency in service delivery and hiring of most qualified applicants since HR experts are in charge of tasks such as reviewing and ranking job candidates (Coggburn 2005). Green reported that centralized human resources results in to; standardization of human resources work conditions whereby otherwise poorer areas will be difficult to compete with richer areas; Expansion of civil servants' career paths by opening channels between local and central employees; Control overspend wages and salaries; strengthened national integration and control minimum qualification for special cadres like doctors and teachers (Green 2005). Since everything is done and controlled by the central government or central agency then centralization is also thought to enhance integration, decisiveness, uniformity and cost efficiency of the public service, (Korsten and Toonen 1988 cited in De Vries 2000). Centralized human resources functions on the other hand are more potential for consistency in the delivery of human resources services, offer efficiency gains through economies of scale (Selden et al. 2001).

Despite its positive effects to the local government and country in general centralized human resources also has its negative effects. It has been iden-

tified that in most of Less Developed Countries organization arrangement of HR function of a civil service is normally placed in the hand of independent agency, such as Civil service commission, President's office or prime minister's office, whereby the principal characteristics of such organization arrangement are authoritarian, hierarchical and centralized rules, procedures based on rigid bureaucratic notion of legal authority and rationality (Tessema et al. 2009). It is further acknowledged that centralized HR system has a lot of challenges and complains such as rigidity, complexity, slowness and unresponsiveness also is blamed for its ineffectual and time consuming nature (Coggburn 2005). Centralized recruitment is also linked to centralized human resources management since one of the HR functions is recruitment. Basing on that, the advantages and disadvantages of centralized HR are also linked to centralized recruitment.

Centralized recruitment system emerged in federal government aimed at combating excessive political cronyism and managerial personalism and overcome lack of hiring expertise dispersed among units as well as providing equal opportunities to all (Berman et al. 2012). The system is appreciated for equal distribution of human resource between richer and poor area and between urban and rural areas (Prud'Homme 1995). As it is proclaimed that centralized system is good for distribution functions not only human resources but also any kind of resources (Wang et al. 2002). Centralized system is also appreciated for its ability to recruit qualified staff (Munga et al. 2009).

It has shown that public sector is more characterized by centralized human resources management in particular recruitment process whereby the process is blamed for being slow, unresponsive, bureaucratic and passive as results of being centralized. And it is believed that the human resources management of this setting enforce many rigid rules that discourage potential employees to apply for the job in public sector (Lavigna and Hays 2004). The system has been also criticized for the amount of delay and inefficiency and line managers are argued to be better positioned than the central personnel offices for recruitment processes to done (Llorens and Kellough 2007). Additionally centralized structure have been criticized for inherently being incapable of satisfying local needs since is difficulty for the central government officials to perceive local needs, it also undermine the accountability of civil servants to local councils (Nabaho and Kiiza 2013).

Chapter 3 Research Methodology

This study employed qualitative research approach and quantitative data were also used because statistical information was needed to make the study measurable. A case study approach was used in which survey of participants and stakeholders opinions, thoughts and feelings on the two systems was conducted and findings were documented. Interview, questionnaires and document review were used for collecting data in which both primary and secondary data were used.

3.1 Selection of case study

Following the case study approach the researcher chose two LGAs in Morogoro region that is Morogoro and Kilombero District Council for the study. Morogoro region and its two LGAs were selected due to accessibility but most important was its geographical setup in which both rural and urban setup can be found. The two different setups were important for the researcher to understand how the two recruitment systems had effects in different setups of LGAs. In relation to this, Morogoro District council is located in urban area that is easily accessible with almost all basic social services while Kilombero is a rural District located in remote area.

3.2 Research Population and Selection of Respondents

Initially the population of the study were the officials working at the headquarter offices of the two LGAs and officials of the Public Service Recruitment Secretariat (PSRS) with a sample size of 59 in which 9 interviews were planned to be done and 50 questionnaires to be distributed to 50 respondents. But later the researcher found that it was unavoidable to include officials working with Prime Minister's Office Regional Administration and Local Government (PMO-RAL) were by 5 interview were conducted. The reason for including PMO-RALG officials was because PMO-RALG is a ministry responsible for local government; it is liable for all matters related to management of local government authorities including human resources management. For that reason the study ended up having a population sample of 64 respondents from

the two LGAs, PSRS and PMO-RALG. The study used purposive technique to acquire the respondents. This method was used to select targeted respondents in which, personal experience, roles and positions of the respondent was considered to be key criteria for selection.

For the purpose of answering the research questions, LGA senior officials from management level were selected because they were in a better position to understand the effects of the two recruitment systems by virtue of their positions. Therefore, District Executive Directors (DEDs), heads of Human resources departments (DHROs) of both two LGAs were selected. Other 50 LGA staffs 25 from each LGA were selected basing on their experience in which for a person to be selected she/he must had been working with the LGAs for the minimum of eight years which means he/she has experienced both systems of recruitment. Basing on this criterion respondents from various departments and units were selected from the list of employees of a respective department or unit considering numbers of their working years. Officials from PMO-RALG were selected purposively basing on their positions and responsibilities. Therefore, head of human resources section under Local government department and two officials from same section were selected because they are responsible for the human resources matters in LGAs. Similarly two more senior officials from other departments were selected since they have experience on LGAs because they were working with LGAs before coming to PMO-RALG. These officials were interviewed because they work at the ministry and sections that deal with local government matters and particularly human resources matters; therefore they were in a position to give an overview of the problem not only to specific LGAs but the country at large. In the same way officials from recruitment secretariat were selected particularly basing on their roles and positions in which 5 respondents were selected from recruitment division, the division that is responsible for recruitment and allocation of civil servants. Senior officials of the division were selected including deputy secretary and other four principal officials.

Table 1 Distribution of respondents

Type of respondents	Sample size	Method used
PSRS	5	Purposive
PMO-RALG	5	Purposive
District Executive Directors	2	Purposive
Heads of Human Resources Departments	2	Purposive
LGAs staffs	50	purposive
Total	**64**	

3.3 Data gathering technique employed

For the purpose of this study both primary and secondary data were collected. Three main data collection techniques were used for this study which are interview, questionnaires and document review. Due to nature of research questions and type of the information the researcher wanted to collect from participants, semi structured interview and questionnaires were used as the main research technique for collecting primary data.

Semi structured interview was conducted to 2 Executive Directors and 2 districts human resources officers of the two LGAs, 5 official of PMO-RALG and 5 officials form Recruitment secretariat. All interviews were conducted at their working places. Interview was used in order to get more insight on the questions because interview as a data collection technique gives chance for more questions to be asked and chance for more clarifications. It was used to supplement answers from questionnaires.

Additionally, questionnaires were used to collect data from other heads of departments and officials in both LGAs in which 50 questionnaires were distributed to 25 respondents per each LGA. Selection of respondents was done through purposive sampling technique. Questionnaires as data collection method technique was used so as to get large sample for the study as the technique allows large number of respondents to be studied

In collecting secondary data the researcher used documentary review in order to access additional and reliable information regarding the two systems. Documents reviewed comprised of personal files, guidelines, directives, circu-

lars, policies and regulations regarding recruitment and employment in general, books and journals (used as literatures)

3.4 Data analysis

Prior to data analysis, quantitative data were cleaned and entered into SPSS version 17.Thereafter, analysis was done where descriptive statistics including frequency tables and charts were generated. On the other hand qualitative data were analysed through narrative analysis.

3.5 Limitations of the Research

Information difficulties: The researcher got some difficulties in getting some information as most of the information as regards to the topic in Tanzania was not available on internet and other sources, something that added other difficulties in the field and make the researcher to rely much on the primary data.

Response rate: Since some of the interviewees were senior officials, it was difficult to get them due to the nature of their responsibilities particularly District Executive Directors and officials of the Public Service Recruitment Section. The response rate was little due to the (interviewees) respondents being in a hurry, very busy with their daily activities and others were not present at their working place sometimes. Despite this the researcher tried as much as possible to be flexible and fix herself in the respondents' timetable whenever necessary and managed to conducted all planned interviews

Misconception and misinterpretation: There were problems of misconception and misinterpretation of the term decentralized recruitment; most respondents were confusing it with decentralization by devolution. The misinterpretation led to unintended answers for the first few questionnaires. To solve the problem the researcher with the assistance of one research assistant in each LGA decided to visit one respondent after another to clarify more on the questions and administer some of the respondents in filling the questionnaires wherever possible.

Time constrains; Researcher used two months for collecting data, considering the nature of the study it was not easy to effectively collect all the data that were needed from each areas of the study. Time was very limited to cover all four areas of the study the thing which affected data collection process. The

researcher had to use maximum two weeks per each area which is not enough to collect at least important information particularly in the areas where interview was a means of getting data. To solve the problem, researcher employed two research assistants one in each LGA who administered the filling of questionnaires in two LGAs. The research assistants were trained and later test and pre-test the questionnaires to make them familiar before they start their job. The researcher spent almost one week at each LGA and left the job to the research assistants and spent almost three weeks in each area (Dodoma and Dar es Salaam) and successfully managed to conduct all planned interviews.

3. 6 Ethical issues

During the study ethical issues such as asking permission to access confidential files and researcher professional and official capacity were considered by the researcher. Before starting data collection process researcher asked and obtained permission from PMO-RALG the ministry responsible for Local government Authority to conduct research in two LGAs and access confidential information including personal files. Also researcher used introduction letter from Institute of Social Studies and student's card to introduce herself as a researcher to LGAs.

Introduction letter from PMO-RALG helped the researcher to easily access the files and other official documents though researcher's professional and official capacity as human resources officer working with PMO-RALG became the challenge. Some officials were hesitating to disclose some information thinking that the researcher is doing official follow up on particular issue as it is always done by PMO-RALG. To overcome those challenges the researcher explained herself fully and show some evidence that she is a student and she is doing a research and not an official follow-up and that the principals of confidentiality, anonymity and voluntary participation will be considered.

Chapter 4 The overview of the Recruitment systems in Tanzania

This chapter presents an overview of decentralized and centralized recruitment system Tanzania. The First session gives an overview of the country and Local Government system in Tanzania. A second section explains the recruitment of LGAs' staff in different phases. The third section gives an overview of the two LGAs as the area of this study.

4.1 Country Overview and Local Government in Tanzania

The United Republic of Tanzania is a country formed by the union of two countries of Tanganyika (Tanzania Mainland) and Zanzibar since 1964. Tanganyika got its independence in December 1961 while Zanzibar in January 1964 and they together form the union in April 1964. The country covers the area of 945,085 square kilometres which makes it to be the largest country in East Africa (Meena 2003). It is one among the poorest country in the world with its economy depending more on agriculture which contributes 55 per cent of GDP and 80 per cent of recorded total foreign exchange earning while providing employment for 70 per cent of the labour force (Sizya 2001). According to population and housing census of 2012 results show that, Tanzania has a population of 44.9 million people of which 43.6 million is on Tanzania mainland and 1.3 million is in Zanzibar (URT 2013). Administratively Tanzania has thirty regions of which 25 regions are in Mainland and five regions in Zanzibar (URT 2013:). In political sphere Tanzania adopted multiparty system since 1995 though the ruling party Chama Cha Mapinduzi (CCM) has been in power since independence (Ellis and Mdoe 2003).

Tanzania has two tier-system of government; Central government and Local government whereby central government has three organs which are the Executive, Judiciary and Legislature that have power over the conduct of public affairs while local government is there to assist the central government in performing its role (REPOA 2008). Local government Authorities are divided into rural and urban Authorities. The rural authorities are established by Act

no.7 of 1982 while urban authorities are established by Act no.8 of 1982. Rural Authorities comprise of district councils, township authorities, ward committees (WDC), village authorities and vitongoji (sub village). Urban authorities consist of city, municipal, town councils, WDC, and Mtaa, (Kuusi 2009). Currently there are 161 LGAs consists of which 30 are urban and 131 rural districts councils (URT 2013).

4.2 Recruitment of Local Government staff in Tanzania

Since independence the recruitment of local government staff has been under various authorities including parent ministries, departments and commissions. The changes on the recruitment authorities were happening parallel with the decentralization phases. Soon after independence the Local Government Authorities were abolished (1972) and all matters relating management of public servants such as planning, promotion, appointment, dismissals of public servants as well as recruitment and distribution of LGAs staff were centrally done by a central establishment office known as Civil Service Department (Munga et al. 2009). Ten years later after the re-establishment of local government authorities in 1982 (REPOA 2008) all human resources matters maters such as appointments of in-service officers to offices of local government authorities, transfer, promotion, termination of appointments, dismissal and discipline control of personnel within local government were done by Local Government Service Commission (URT 1982). In 1998 the responsibility was given to LGAs whereby they were mandated to plan, recruit, and rewarding, promoting, disciplining, development and fire all their personnel (URT 1998). Eventually in year 2009 the power to recruit and manage all public servants were handled back to central government under public service recruitment secretariat (URT 2007).

4.2.1 Recruitment during Decentralized Phase (1998-2009)

The Public service Act 2002 and the Public service Regulations 2003 gave LGAs powers to recruit and its procedures. To avoid unnecessary political interferences in the recruitment process at LGA level the Act and its Regulation instruct LGAs to form a recruitment board with reduced number of council-

lors. Therefore each LGA had its board comprised of a chairperson who is a respected person in the respective district, one district councillor member, a District Administrative Secretary or his/her representative, a Local Government Officer from Regional Secretariat and representative from the Public Service commission (Munga et al. 2009).

According to Munga *et al* (2009) basically, the recruitment process during decentralized phase went together with the budget process both at local and central level in which LGAs had to prepare estimates indicating number, type of workers and costs. Before submitting to Civil Service Management the estimates had to be discussed and recommended by all local governments 'committees and endorsed by full district Council. Civil Service Management department endorse the estimates or adjust before giving the permit to LGA. After getting the permit LGAs had to act upon it within three months before its deadline (expire). District Employment Board had to be informed by District Executive Director (DED) on the existence of the funded vacancy in the respective LGA. After informing the board, DED had a duty to advertise the posts in the local and national media and prepare a shortlist of qualified applicants through District Human Resources Officer. Thereafter the board sit for interview of the shortlisted candidates. After the interview names of the best candidates at interview were taken to the District Planning and Finance Committee for endorsement and finally letter of appointment were given to the candidates, with copies to the Public Service Commission, the Civil Service department and Ministry of Finance for information (Munga et al. 2009).

Despite the power to recruit given to local government still there was some interferences from central government regarding management of staff in LGAs. For example parallel with the decentralized recruitment staff such accountants, health and education staff were all exempted from decentralized recruitment and were centrally recruited as well as heads of departments who were appointed by Presidents Office Public Service Management (POPSM). Other issues related to human resources management such as staff salaries, staff budget and number, pay scale and policies and transfers were centrally done by PO-PSM (Tidemand and Msami 2010). Under decentralized recruitment system salaries for all public servants including LGAs staff were paid by central government despite the system being decentralized.

4.2.2 Recruitment during Centralized Phase (2009 to date)

In 2009 the government of Tanzania took back the responsibility of recruiting staff from the Local Government Authorities to the central government under the Public Service Recruitment Secretariat. The Secretariat was established in January, 2009 in accordance with the Public Service (Amendment) Act, 2007 Section No.29. The Secretariat was established as a special body responsible for all recruitment matters in civil service under the President's Office Public Service Management Office. The secretariat is responsible for; Seeking for professionals and prepare a database to simply recruitment process; Prepare a list of all graduate for the purpose of simplifying the staffing process; Advertise vacant posts; conduct interviews in collaboration with other experts; prepare and conduct induction courses and Verify recruitment permit whether is from POPSM (URT 2007)

Government decision to centralize recruitment came after the failure of the decentralized system and the following are said to be the shortcomings of the decentralized system; lack of important recruitment information when needed; Lack of meritocracy; lack of qualified applicants to some areas in the country; lack of ethics during the process; Huge budget spent by the government; the increase of nepotism, tribalism and corruption in civil service; lack of induction courses to new employees. All these necessitated centralization of the recruitment process so as to improve the situation (URT. 2012).

Through centrally recruitment all government institutions including LGAs receive new employees from the central government. The role of LGAs remained that of identifying vacant posts, set budget and ask for permit from POPSM before sending it to Secretariat. After receiving requests from employers including LGAs, the Secretariat advertise the posts through national medias, shortlist applicants followed by interviews which is conducted in collaboration with other experts from other government institutions; selection of qualified applicants and staffing done followed by induction courses to new employees; basing on the request from various employers the selected candidate are posted to their new working station sometimes considering their choices but most of the time without considering the choices due to reasons like most applicants selecting one place (URT 2007)

4.3 Area of the Study

4.3.1 Morogoro District Council

Morogoro district is one among the 5 districts in Morogoro region. It is bordered by Bagamoyo and Kisarawe districts (Coast region) to the east, Kilombero district to the south and Mvomero district to the north and west. The district has total area of 11,731 km² which makes 16.06% of the total area of Morogoro region which has 73,039 km². The dominant tribes in Morogoro district area: Luguru, Kutu, Zigua, Kwere, Kaguru and Pogoro. Like any other districts in Tanzania Morogoro district's economy also depends on Agriculture producing both cash and food crops. Major food crops are maize, paddy, cassava and sorghum while cash crops produced are cotton and sisal. Administratively Morogoro district council is divided into 6 Divisions, 29 Wards, 146 Villages, 738 neighbourhoods and 56,723 households (URT 2012). According to the latest 2012 population and housing census Morogoro district population is 286,248 where male is 140,824 and female 145,424 (URT 2013).

4.6.2 Kilombero District Council

Kilombero district is one among the five administrative district of Morogoro Region. Other districts are Morogoro, Kilosa, Mvomero and Ulanga. It borders with Kilosa and Morogoro district to the north east, Mufindi and Njombe to the southwest and Kilolo district to the north, all of Iringa region, Ulanga district to the south east (along Kilombero River) and Songea rural District of Ruvuma region to the South. The district is divided into 5 administrative divisions, 23 wards, 76 villages and 360 hamlets (URT 2012). The indigenous people of Kilombero district are mainly of Bantu origin. There are three major ethnic groups; the Ndamba, Mbunga and Ngindo. Other minor ethnic groups include Pogoro, Hehe, and Bena. However, in recent years, the immigration of pastoralists and agro-pastoralits like Masai, Sukuma and Barbaigs into the district has been observed, but also business people from all over the country. The main economic activity of the people in Kilombero district is agriculture. About 80% of the population are engaged in agricultural production, which is predominantly for subsistence. Fishing also regarded as economic activity even though not yet utilized to its full potential (URT 2012). According to the

2012 National Population and Housing census, the district had a total population of 407,880 whereas 202789 are males and 205,091 female with average size 4.3 people per household (URT 2013).

Like any other LGAs Morogoro and Kilombero district practiced decentralized recruitment since 1998 whereby they were able to recruit allocate their own staff. Similarly in 2009 they all fall under centralized recruitment system in which almost everything is done by the central government. For this reason they all have experience in decentralized and centralized recruitment system.

Map 1: Map of Morogoro Region

Source: Morogoro District Council Profile Report 2012.

Chapter 5 Decentralized and Centralized Recruitment System in Tanzania

This chapter presents the findings and analysis of the data collected from the field work and literatures on how both centralized and decentralized recruitment systems works in Tanzania. The analysis is mostly based on the participants and stakeholder's opinions and thoughts about the two systems of recruitment. The chapter contains four main parts. The first part presents opinions of participants on how recruitment of local government staffs is done both in centralized and decentralized recruitment systems. The second part explains the government motives for the adoption of the two recruitment systems.

The third part examines the effects of the two systems in recruiting and allocating staffs in LGAs in Tanzania while the fourth part of the study examined the most preferred recruitment system among the two.

5.1. The implementation of decentralized and centralized recruitment system

This part presents how the two recruitment system done. Specifically the part presents the responsible authority for recruitment, legal mandate, procedures to be followed, time for recruitment and role of other authority in each system. The purpose of this part is to give an understanding on how decentralized recruitment was real decentralized as well as centralized system.

5.1.1 The implementation of Decentralized Recruitment system

Responsible Authority

According respondents decentralized recruitment system was a system in which LGAs were responsible to fill vacancies whenever there was a need. The recruitment process was implemented under the supervision of employment board (district employment boards) which comprised of; a chairperson (any respected person from within a particular LGA); a representative from president's office civil service commission (member); District Administrative Secre-

tary (DAS) of the respective district representing central government of the respective LGA (member), local government officer from regional secretariat of a particular LGA and one councillor representing other councillors of that LGA (member). District Human resources Officers were secretaries to the boards. The recruitment boards were responsible for all recruitment procedures and confirmation of employees.

Legal Mandate

It was revealed that public service Act of 2003 given LGAs and other authorities the obligation to recruit their own staff. The acts also provided the procedures to be followed during the process in session 3 of the Act

Procedures

According to respondent's response, in decentralized system local government authorities were liable for identifying gaps and set budget before asking permit from POPSM. After obtaining the permit from the POPSM, within three months LGAs had the obligation to advertise the vacancies to be filled by using various media both local and national. After receiving applications LGAs were responsible for shortlisting, interviewing, selecting and allocating the new employees to their respective stations. Similarly, LGAs were responsible for signing contract with the new employees and do some of initial process for payroll processing before sending the names and particulars of those employees to POPSM and to ministry of finance from further payroll processing.

Timing

It was revealed that during decentralized system LGAs were capable of recruiting required employees any time at least once a year basing on the gaps identified and the permit. But there was also a chance for emergency recruitment in which emergency permit had to be asked when there is an emergency need for a particular posts or particular reasons. Basing on that, LGAs were able to recruit at least any time when there was a need after getting the permit.

The role of Central Government

It was also reported that under decentralized system central government was responsible for approving budget, number of vacant posts to be filled, payroll processing and paying salaries to all employees of LGAs, these activities were not decentralized. It was also stated that central government was responsible for recruiting some of LGA staff like teachers, accountant and health staff who were full exempted from decentralized recruitment processes. Therefore despite giving power to LGAs to recruit their staff not all cadres were decentralized, some were maintained to be recruited by central government. It was mentioned that, decentralized recruitment process was not free form central interferences, looking at the employment boards, it was explained that the board was full of central government officials such as DAS, local government officer and representative from civil service commission. Only two members were representing Local government, therefore this shows how the process was full interfered by central government.

Basing on that understanding it can be concluded that LGAs were legally given the power to recruit their own staff through various rules and procedures which were adhered by LGAs. Through laws the districts boards were established as a respective body for recruitment which comprises of both central and local government Officials. But it can be stated that the power given was not fully enough to make them free in making their own decision, there were still some interferences from the central in which LGAs were to depend on central government on some of the decisions. This can be one of the reasons for the failure of the system since the decentralization of recruitment processes were not corresponded to devolution of responsibilities as the results nepotism and other unethical behaviours were inevitable as stated by Parradol-Diez (1997).

5.1.2. The implementation of Centralized recruitment System

Responsible Body

It was reported that centralized recruitment system is a system of recruiting employees that commenced in January 2010 under the supervision of Public Service Recruitment Secretariat. The Secretariat was established as a special

body responsible for all recruitment matters in civil service under the POPSM through Public Service (Amendment) Act, 2007 Section No.29. It is formed by a Chairperson appointed by the President, seven members appointed by Minister responsible and Deputy Chairperson who is appointed from among the seven members. Equally, there is Chief Executive Officer appointed by president and other staff. The secretariat is responsible for; Seeking for professionals and prepare a database to simplify recruitment process; Prepare a list of all graduates for the purpose of simplifying the staffing process; Advertise vacant posts; conduct interviews in collaboration with other experts; prepare and conduct induction courses and verify recruitment permit whether is from POPSM, (URT 2007)

Legal mandate

According United Republic Tanzania (2012) the secretariat comes into being through Public Service Recruitment Policy version II of 2008. Section 4.6 of the policy states the formation of the Secretariat and its main duty. The policy was followed by public service (amendment) Act no. 18 of 2007. The session 29 of the Public Service Act no. 18 of 2007gives the secretariat its roles and responsibilities.

Procedures

It was revealed that, After receiving requests from employer the posts are advertised in medias and mostly is newspapers (not less than four); shortlisting is done after receiving applications; thereafter interview is done in collaboration with other experts from other government institutions; selection of qualified applicants and staffing done followed by induction courses to new employees; basing on the request from various employers the selected candidate are posted to their new working station sometimes considering their choices but mostly without considering their choices due to reasons such as selection of urban places by most applicants.

Timing

It was explained that, the secretariat recruits basing on the employer's needs. There is no specific time for recruitment. But the process seem to take long

time due to lack of modern technology to conduct the process especially shortlisting and selection which have to be done manually.

The Role of the Local Government Authorities

It was reported that under centralized recruitment system the role of LGAs remained that of preparing identifying vacancies, prepare estimates budgets for the posts to be filled ask for the permit to recruit from POPSM and submit it to Recruitment Secretariat and finally assign duties to new employees after they have been posted by the Secretariat.

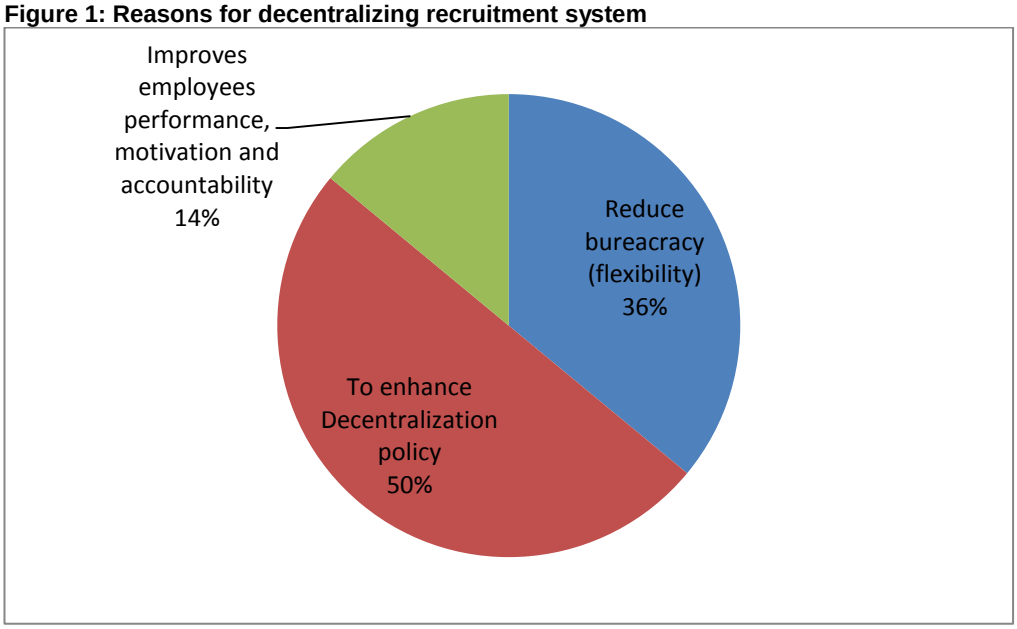
5.2. Motives for decentralized and centralized recruitment system

In line with the literature centralized recruitment system may come into being for the purpose of combating the excessive political pressure, managerial personalism and lack of hiring expertise dispersed among units whereby decentralized recruitment said to emerge as means to overcome the procedurals of centralized system that results into rigidity and formalism (Berman et al. 2012). But generally it was reported that any kind of decentralization may be the results of some environmental, institutional and personal factors that may include lack of central resources to meet local needs, concern over local government accountability collapse of central regime, change in policies, political good will, genuine autonomy of local government, and personal interests (Barnett et al. 1997). On that basis therefore this session examines the reasons for decentralizing and centralizing recruitment system in Tanzania.

5.2.1 Reasons for decentralized recruitment system

The results in figure below shows various reasons that contributed to the shift from decentralized recruitment to centralized recruitment system something which was testified by the respondents of this study.

Figure 1: Reasons for decentralizing recruitment system



Source: Own Construction based on Questionnaires' Responses

Enhancement of Decentralization by Devolution policy

It was expressed by majority that the main reason of the shifting from centralized to decentralized system of recruitment is the implementation of decentralization by devolution policy. This was mentioned by 50% of the questionnaires' respondents. According to interviews conducted during data collection, in year 1998 the government of Tanzania decided to decentralize the recruitment process to LGAs as part of implementing decentralization by devolution policy which require LGAs to be empowered and given power to make their own decision including decisions regarding their own staff. Therefore due to this LGAs were to be given authority and power to recruit their own staff. It was explained by one official from PMO-RALG that: ' *to my understanding decentralized recruitment system came as a result of implementation of LGRP the program that was established to actualize decentralization by devolution process and not otherwise'*. Through administrative decentralization, LGRP policy paper gave power to LGAs to plan, recruit, promote, discipline and fire their staff (URT 1998). This reason carries more weight as majority of respondents mentioned this and most of them consider this to be the only reason for decentralizing recruitment system. The reason that makes most of them to believe on this reason and not any other reasons is due to the fact that decentralization process came through decentralization by devolution policy which was adopted by many developing

countries in different times. Therefore the process is believed to be facilitated more by external pressure than government own initiatives.

Reduce Bureaucracy (Allow for flexibility)

36% of the respondents revealed that centralized recruitment system was too bureaucratic because everything was to be done at the centre. It was explained during the interview by one official of PMO-RALG that the responsibility to hire local government staff was vested to civil service department. The department had the responsibility to advertise, shortlist, and interview, select and locate the employees to respective LGA and other public organization. It was not easy for the department to perform this task as the results there was many delays in filling the posts. To avoid such cumbersome procedures the government had to give power and authority to LGAs and other government institutions to recruit their own staff in order to allow flexibility. One of the respondents from Kilombero stated that; *'Before the decentralized recruitment HR situation in terms of numbers was not good in LGAs due central government failure to respond to LGAs needs, therefore the government saw the necessity to decentralize the process so as to give power to LGAs to recruit their staff so as to solve the existed problems'*. As it is reported by literatures that decentralization allows for flexibilities and it is responsive to local needs therefore by decentralizing the process it was believed facilitate the recruitment process through LGAs.

Improve employees performance, motivation and accountability

Improvement of employee's performance, motivation and accountability were mentioned as one of the reasons of decentralizing recruitment system in which 14% of the respondent revealed. This was also supported by interviews answers whereby respondents of the interview revealed that , the government believed that by bringing staff closer to their employers (LGAs) their performance and accountability will be enhanced since employer–employee relation will be enhanced and employees will be under close supervision of his/her employer and accountable to local council. It was stated that employee's motivation expected to be promoted since they will be working with the area of their choices. Many respondents seemed not to agree with this reasons as most of them were not sure that by decentralizing just the recruitment process the government could improve employees performance, motivation and

accountability as most of HR activities were still possed by the centre. Therefore this reason carried low weight since just few respondents were in favour of this.

5.2.2 Reasons for centralizing recruitment system

While the implementation of decentralization and devolution policy continues, the government decided to take back the responsibility of recruitment to central government in year 2009 under the public service recruitment secretariat and the following were mentioned to be the reason for centralizing recruitment system.

Table 2: Reasons for centralizing recruitment system

		Frequency	Percent
Valid	Unethical acts that lead to nepotism, corruptions and bias	20	40
	Lack of meritocracy that lead to employment of unqualified staff	14	28
	Lack of qualified applicants in some of the areas that lead to unequal distribution of Human resources	8	16
	Cost effectiveness to government	4	8
	Lack of expertise in the recruitment process at LGA	4	8
	Total	50	100

Source: Own Construction based on Questionnaires' Responses

Unethical behaviours by the LGAs staff

The study found that unethical behaviours of the local officials that lead to nepotism, corruption, tribalism and favouritism to be a reason for the shift of the system back to central government. This reason seem to carry high percentage (40%) as compared to other reasons which means it is perceived by many to be a main reason for the centralization of recruitment system by

many. Since LGAs were given full power to recruit their own staff in which the whole process was administered by LGA itself therefore they were able to do whatever they want in relation to recruitment process. The process was fully exposed to self-interest of the LGAs' officials and politicians. Due to poor external control of the process, the recruitment process was full of unethical acts in which the criteria for shortlisting and selection were not based on merits rather on what you have and to whom you know. Due to this, the process was full of nepotism, tribalism and corruption which then had effect on the competence of the staff. It was revealed during the interview by one official from PMO-RALG that; *..'By then it was not possible to be recruited if you don't originate from the same district or a relative of one of the councillors or staff working at that LGA. The recruitment board were too corrupt. Results of the interview were discussed even before the interview starts and everyone had to give the score as per agreement'.* He said, for examples if you go to Mbeya District council almost 80% of the staff are Nyakyusa (indigenous). Unqualified staff and lack of national unit were mentioned to be the effects of such unethical behaviours. This seemed to be the concern of majority both at LGAs and central level. Alt local level it was revealed by local official themselves that the system was not fair the thing which was also reported by the centre. The impact from this reasons appeared to be noticed by many and destroy the meaning of the system.

Lack of meritocracy

Lack of meritocracy was mentioned by 28% of the respondents as one of the reason for centralizing recruitment system. It was mentioned and supported by interviewees that during the decentralized recruitment most of recruitment authorities particularly recruitment boards in LGAs were not much concern with qualifications of the applicants and qualification needed for a particular job, their concern was to fill that posts as the results unqualified personnel were recruited . This was elaborated more by one official from Morogoro during the interview that; *'...what matters to us was to make sure that the posts were filled because sometime it was difficulty to get applicants for some cadre especially lower cadres and 'Prospective' cadres like engineers'.* Lack of meritocracy led to employment of unqualified staff which eventually affects the quality of service delivery.

Equal distribution of Human resources

Literatures reported that centralization system is good for any kind of resources distributions among units (Prud'Homme 1995) the results from the study also shows that the government of Tanzania decided to decentralize recruitment processes so as to ensure equal distribution of staff within the country. This was indicated by 16% of the respondents of questionnaires that unequal distribution of human resources particularly among LGAs was also the reason to centralize the recruitment system. It was explained that in some of the LGAs were very difficult to get qualified applicants especially the disadvantaged LGAs. In order to rectify the situation centrally recruitment system was unavoidable. Therefore the purpose was to ensure that staffs are recruited by the recruitment secretariat and distributed equally to respective LGAs as per their request and available staff. Though it was reported that this is yet to be realized because of the people's tendency to not report or ask for transfer when they are posted in the areas they don't prefer. Therefore to some of the disadvantaged LGAs the problem is still exist as it was explained by one official from Kilombero that; '*Centralized recruitment system meant to solve the unevenly distribution of civil servants among LGAs the thing which cannot be easily realized due to the fact that there are so many factors behind this problem, therefore despite the central government effort to distribute the staff almost equally to all public institutions still the problem is yet to be solved in many areas particularly in remote LGAs'*.

Cost effectiveness

8% of the respondents indicate that minimizing costs for recruitment is one among the reasons for centralized recruitment. It was revealed that during decentralized recruitment system the government were setting huge budget for recruitment process that were to be done by each authority. It was cost full to the government as compared to what the government spends when the recruitment is done by one central body (Recruitment Secretariat). Centralized recruitment informed to be more effective in saving cost as compared to decentralized system (Munga et al. 2009). It was revealed by one official from Morogoro that; *'imagine, before the centralized system government had to set budget for all government institutions to cover the process that includes budget for advertisement and payment of members of recruitments boards. It was wastage of government money; I like centralized system because it reduces unnecessary costs'*.

It was also clarified that, despite the huge budget set by the government per year the process were not successful to some of the LGAs particularly disadvantaged LGAs whereby qualified applicants were not applying and when they happen to apply they were not attending the interview due to various reasons. Therefore the government had to keep on setting the budget every year for the same posts to be filled. Therefore to avoid this government decide to centralize the process so as to minimize cost in which advertisement for the posts is done by the Recruitment Secretariat in which the advert covers the requests of more than one organization. To avoid repeating advertising the same posts the Secretariat has duty to create a database for qualified staff to be recruited in future.

Problem of expertise in the recruitment process at LGA

8% of the respondents indicated that lack of expertise and ethics on recruitment procedure by LGAs' recruitment boards was also a reason for centralizing recruitment system. This was supported by the answers from the interviews with the staff of the Secretariat. It was said that, recruitment board members had no enough knowledge and ethics which resulted in to recruitment of unqualified staff. But this was criticized by LGAs and PMO-RALG officials who revealed that the recruitment process at LGAs is largely administered by Head of Human Resources Departments who in collaboration with other heads of department was responsible for technical matters including shortlisting and preparing interview questions. Despite that, the recruitment boards comprised of experts and senior government officials including District Administrative Secretary, Local government Officer from respective Regional Secretariat and one senior official from public service commission. There were only two members that is Chairperson and one Councillor representing other councillors who were not experts the thing which confirmed that doesn't affect the process if were to be taken serious. It was further explained that even with the new system still the process is done with the officials of the same experiences and expertise and sometimes they are less experienced as compared to those at LGAs.

5.3 Effects of Decentralized and Centralized Recruitment System in recruiting and allocating Staff in LGAs

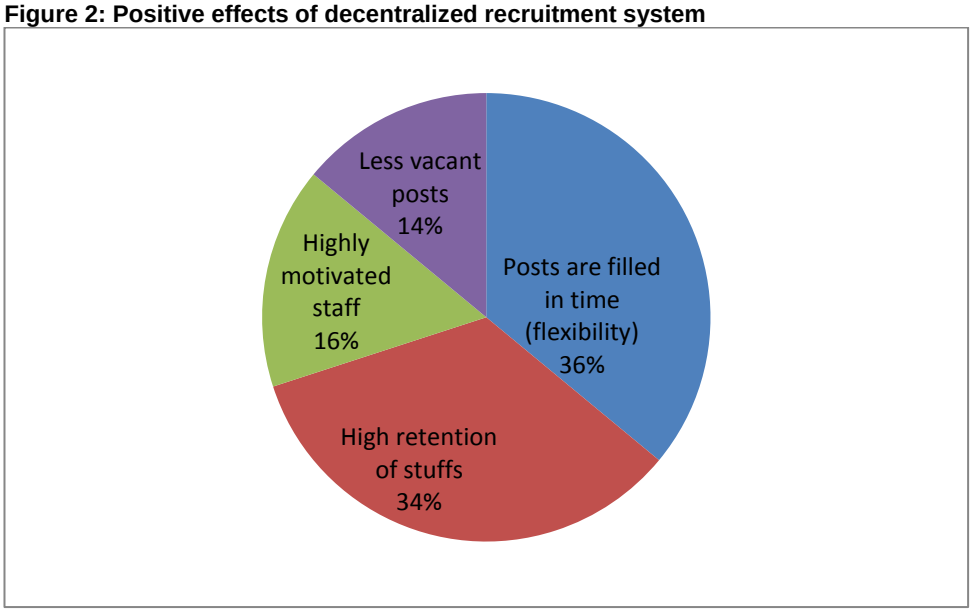
As shown by literatures each system has its merits and demerits particularly on issues related to flexibility, ability to fill vacancies, quality of staff employed, responsiveness, distribution of staff and equality. Basing on this the study investigated the effects in terms of positive and negative effects. The respondents were asked to provide the effects of both decentralized and centralized recruitment system in recruiting and allocation public servants in LGAs. Their opinions were required in order to understand and build an argument on recruitment and allocation of employees in LGAs. The study discovered that both systems have its merits and demerits though one system might be better as compared to another

5.3.1 Effects of decentralized recruitment system in recruiting and allocating staff in LGAs

According to literatures decentralized system have both negative and positive effects where by on one side it is blamed for causing unequal distribution of staff, poor quality of staff, nepotism, favouritism and corruption while on the other side it is appreciated for its flexibility, effectiveness, responsiveness to HR needs of the organization and quicker in making decisions (Berman et al. 2012, Wang et al. 2002, Kolehmainen-Aitken 1998, Bossert et al. 2000, Parrado-Díez 1997). Considering that the study investigated the effects of the system particularly to Tanzania in which positive and negative effects observed.

In relation to this, the following table shows the positive effects of decentralized recruitment whereby the system is appreciated for filling vacancies in time, retain staff, motivate staff and reduce number of vacancies in LGAs.

Figure 2: Positive effects of decentralized recruitment system



Source: Own Construction based on Questionnaires' Responses

Posts are filled in time

Decentralized system is characterized by flexibility, innovation and responsiveness to recruitment (Lavigna and Hays 2004). It is said to be more effective because line managers are given responsibility to make their own decision therefore they can reach decision on hiring more quicker with less red tape and with fewer level of clearance (Coggburn 2005).The study revealed that decentralized recruitment system resulted in to timely filling of vacant posts as it was indicated by 36% of the respondents of questionnaires. It was also supported by interview respondents who further explained that due to less bureaucracy and flexibility nature of decentralized system vacant posts were filled in time. The reasons for timely filling of vacancies was said to be the flexibility nature of the system, the power given to LGAs and availability of applicants. It was stated that there were just few procedures to be followed such as asking for permit from PO-PSM after identifying the posts. Soon after getting permit, LGAs were able to advertise to be followed by other recruitment procedures unlike centralized system. It was also easy to fill the posts because it was easy to get applicants. It was explained by the respondents from PMO-RALG that, during decentralized system LGAs were easily getting applicants and these were the people who were willing to work with LGAs though few LGAs were facing a problem of lacking applicants but it was not such a big problem. It was very rare for a particular LGA to completely fail to fill vacant posts. For exam-

ple in Morogoro District council it was reported that in financial year 2007/2008 permit to fill 17 posts was asked and all were filled. Equally in financial year 2008/2009 permit to fill 18 posts was asked and all 18 posts were filled the same year. It was revealed that decentralization recruitment in Singapore resulted in speed up the decision making process from advertising to hiring therefore attract the best applicants, the system was more responsive to the needs of local government officials (Tessema et al. 2009). Majority of the respondents mentioned this and made it to appear at higher rank as compared to other aspects because currently timely filling of vacancies appeared to be the major challenge of the centralized system which then makes most of respondents to notably see the difference.

High retention of staff

The results indicate that 34% of the respondents reported that decentralized recruitment system resulted into high retention of staff because the employees were willing to work in LGAs chosen by themselves voluntarily something that contributed to their retention. This was supported by official of Kilombero district who said; '*decentralized recruitment system enables LGAs to employ many committed employees who worked hard to serve their district since they were able to select the district of their choices'*. It was explained that during decentralized system there was few dropouts' cases and requests for transfers as staff were willing to stay to the area of their choice… '*Most of the staff who stayed longer in a particular LGAs are the one employed by the same LGA, those who came either by transfer of centrally deployed most of them are not staying longer, and they are always talking of transfers, most of them seem to be unhappy with the area*' reported by one official of Morogoro district. This aspects was also mentioned by majority and seemed to be appreciated by many since staff retention is a crucial factor to LGAs as it minimize the number of vacant posts which is a major concern to LGAs.

Highly motivated workers

The study shows that one of the positive effects of the decentralized system is presence of highly motivated staff at LGAs as it is indicated by 16% of questionnaires' respondents and supported by interview respondents. It was reported that employees become highly motivated due to the reason that they were employed and work in the areas they preferred to work, the area and the com-

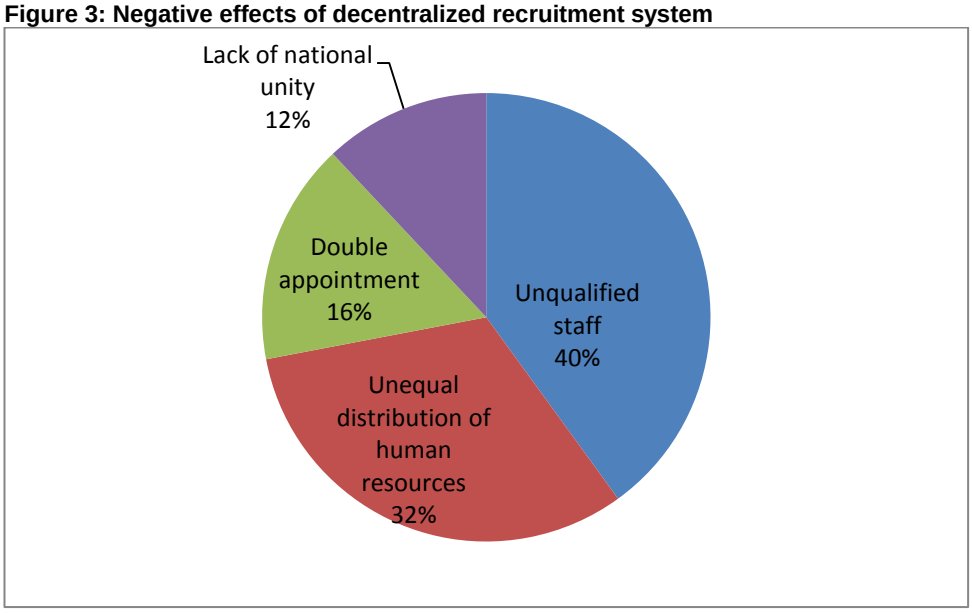
munity they expected to work with. As it is already explained that the system recruited mostly people who originated from the same place therefore this increases their morale to work as they knew that their community expects good service from them. Employee's goals and expectations as well as community expectations on good services reported to be one among the factors that motivate employees to work hard (Franco et al. 2002, Franco et al. 2004).

Less vacant posts

14% of the respondents mentioned presence of less vacant posts at LGAs to be another positive effect of decentralized recruitment system. It was argued that during decentralized system there were few vacant posts since LGAs were able to get applicants when posts were advertised. Likewise due to their ability to fill posts in time it resulted into having few vacant posts at LGAs as compared to now where centralized system is implemented. It was also explained that LGAs were able to set their strategies for attracting the new staff. It was revealed that, failure to feel vacant posts in time by centralized recruitment system results into creation of more vacant posts which results into shortage of man power. It was revealed by one PMO-RALG Official that in financial year 2011/2012 Mtwara district council requested 34 Village Executive Officers (VEO) to be employed as the result only four were posted to Mtwara by the Secretariat, this was not the case during decentralized system. This effect was mentioned by minority whereby majority were not agreed with this since it was argued that number of vacancies in LGAs were not less during decentralized system because during that time it was also not easy to fill all the vacancies provided that the permits to fill the posts were to be provided by the central government and it was not easy to get the permit that allows LGA to fill all the requested posts. Therefore it was argued that despite its ability to fill vacancies the challenge to fill those vacancies was still there due to central government reluctant to offer the permit to LGAs.

Despite its positive there is also the negative side of the system as it was revealed by the study. On its negative side the system characterized by unequal distribution of qualified human resources, employment of unqualified staff, lack of national unity and double appointments. The following table shows the results from the respondents on the negative effects of the decentralized system.

Figure 3: Negative effects of decentralized recruitment system



Source: Own Construction based on Questionnaires' Responses

Unqualified staff

Literatures pointed out that human resources decentralization may results into recruitment of unskilled and inexperienced staffs since the decentralization is always associated with patronage, nepotism and favouritism which then lead to inappropriate appointments (Liu et al. 2006). In line with that the study also found the similar challenge whereby 40% of respondents indicate that recruitment of unqualified staff is also one among negative effects of decentralized recruitment system. It was revealed that lack of qualified applicants to some of LGAs, unethical behaviours of the board members and political interferences are the reasons for employing unqualified staff. The results showed due to the reason that in some LGAs qualified applicants were lacking respective LGAs were deciding just to fill the posts by employing anyone who they thought fits that job rather than leaving the posts unfilled. Likewise, unethical behaviours of the board members which were associated with corruption, nepotism, favouritism and tribalism also led to recruitment of unqualified staff by LGAs. Being full responsible for recruitment process LGAs misuse their power as the results the process was full characterized by corruption, tribalism, nepotism and favouritism whereby qualities of the applicants were not much considered instead what you have and whom you know where most used criteria. It was reported by one official from Mogorogo that *'during decentralized system we were not much concern with the qualities of the candidates, the most criteria used were whom you*

and what you have. The process was full of unethical acts whereby in some cases the results of the applicants were agreed by board members even before the interview'. Employment of unqualified staff was also much contributed by political interferences whereby directives from local politicians (Councillors) determined the process rather than regulations and experts opinions. It is also found in the study done in Uganda that tribalism, clientelism, favouritism, political interference and nepotism led to deterioration in quality of staffs (Bossert et al. 2000). It is stated that under decentralized system is common to find workforce lacking the requisite technical, interpersonal and problem solving skills (Unqualified staff) (Berman et al. 2012). The study done in rural China also found that decentralization recruitment contributed to increased employment of unskilled personnel as some of the personnel were relatives and friends of local government officials (Wang et al. 2002).

Unequal distribution of qualified human resources

It is acknowledged that the more decentralization gives power to local level the more equity problem will suffer. This is because local government authorities differ in terms of managerial capacity and resources whereby the well-managed and well-resourced LGAs will promptly pull staff and will have adequate number staff and most likely qualified ones as compared to poor managed and less-resourced LGAs (Kolehmainen-Aitken 2004, Prud'Homme 1995). This study also observed the same in which 32% of the respondents revealed that decentralized recruitment system resulted into presence of un-even distribution of human resources in most parts of the country as some of the posts in various LGAs were not filled due to lack of qualified applicants. It was stated by on official from Kilombero that '*decentralized system resulted into unequal distribution of qualified human resources and human resources in general because in most disadvantaged LGAs people especially those with potentials were not applying as the result unqualified staff were employed or vacant posts were not filled'*. In urban areas and areas with potentials the situation was opposite whereby those LGAs were rich in qualified human resources. The study done in China also revealed that decentralized recruitment led to unequal distribution of qualified health staff between remote areas and urban areas since remote areas couldn't compete with urban areas which then results to inequality of services (Liu et al. 2006).

Double appointment

16% of the respondents pointed out that double appointment to some of the applicants is one among the negative effects of the decentralized recruitment system. It was explained that during decentralized system it was very possible for a person to be employed by more than one public organizations and this was said to happen due to lack of common database for all applicants and selected candidates within a particular time. It was very common for a person to apply for same or different posts in more than one LGA and due to lack of coordination among employers and lack of database the same person can be selected at all LGAs he/she applied. It was wastage of money and time because that person was only able to report and work at one station she was selected and leave the other whereby the unfilled posts had to be re-advertised in the text year in which involves another cost for the government. It was wastage of time to LGAs and government money.

Lack of national unity

It was point out by the respondents that decentralized recruitment system lead to lack of national unity whereby 12% of the respondents indicated this. The reason for this said to be tribalism and nepotism in which for someone to be employed in a particular LGA had to be a relative of someone at that particular LGA or a native. It was explained that it was very difficult to get a job at LGA during decentralized system if you are not a native or relative of someone within that LGAs the thing which resulted into having staff of the same tribal working in one LGA. It was testified by one official from PMO-RALG who worked with LGA before, he said; '*during that time it was very difficult to be employed if you were not originated from the respective LGA because the priority was given to natives regardless of their qualities. A person from outside was given the opportunity only when there was no native applicant. And when happened someone from outside was employed while a native was left, the person will not work in peace, people especially councillors despised him/her*'. Therefore this mentality resulted into lack of national unity in which people tend to only work in their origin places and someone from other area was seen like a threat to indigenous.

5.3.2 Effects of Centralized recruitment system in recruiting and allocation staff in LGAs

Centralized recruitment system can be explained as a system in which central agency or central government is responsible for recruiting all public servants and it is related to centralized human resources management which is characterized by standardization, consistent, protection from political influence and equitable decision making (Coggburn 2005). In relation to this the system is blamed for its rigidity, inflexibility and unresponsiveness (Lavigna and Hays 2004). However on the other side the systems is reported to be good in equal distribution of staff, employment of qualified staff and equity in staff employment (Wang et al. 2002, Munga et al. 2009). Building on the literature the study examined the advantages and disadvantages of the system particularly to Tanzania and the following found to be the effects of the system to LGAs in Tanzania. In connection to that below are the positive effects of centralized recruitment system to LGAs in Tanzania.

Table 3: Positive effects of centralized recruitment system

		Frequency	Percent
Valid	Qualified staff	19	38
	Equal distribution of human resources	19	38
	Existane of National database for recruited and qualified staff	8	16
	Maintance of national unity and culture interaction	4	8
	Total	50	100

Source: Own Construction based on Questionnaires' Responses

Qualified staff

Centralized system is also acknowledged by 38% of the questionnaire respondents to be a system that results into recruitment of qualified staff. It was also backed by the interview respondents in which it was clarified that, the qualified

personnel are employed due to the fact that the whole recruitment process is done by people who are professional on human resources management and less political patronage are involved. It was also said due to less corruption prevalence, favouritism, nepotism and tribalism the possibility of recruiting qualified staff is higher since the main criteria for selection remain to be the qualities of applicants. It was acknowledged by many respondents that the rate of corruption incidences, nepotism, tribalism and favouritism is minimal at the central level as compared to LGAs. One of the PMO-RALG official said, '*I can't compare the rate of corruption, tribalism and nepotism exists in LGAs with that of the central level, yes there might be cases on that but very few as compared to LGAs. As I know main criteria for recruitment in centralized recruitment is qualities of a person the thing which brings about qualified staff in civil service'*. This was support by one official of the Secretariat who said, '*We can't say there are no such behaviours but up to now we have no reported case on that, what I know is secretariat try as much as possible to consider the criteria for selection for a particular posts and select the most qualified applicants. We have written examination and oral interview to test our applicants. And if we don't get the qualified applicant we don't hesitate to leave unfilled posts rather than just selecting a person who is not qualified for a post'*. This is also supported by literatures whereby it is reported that under centralized system qualified staffs are recruited because human resources experts are in charge of tasks such as reviewing and ranking job candidates and because the system is greatly protected from political patronage and corruption (Coggburn 2005).

This aspect was mentioned by majority both in local and central government and it was mentioned to be the most advantage of centralized system that everyone can appreciate. The quality of staff was compared between those employed during the decentralized and those employed by the Secretariat and majority reported that they are sure of the good quality of the staff employed by Secretariat because of the mode of recruitment employed by the Secretariat which has few chances of any kind of favouritism.

Equal distribution of qualified human resources

The study found that centralized system have effect on the distribution of staff in which qualified staff seem to be distributed equally to LGAs. This was indicated by 38% of the questionnaire respondents. The answer was also supported by the interview respondents whereby it was explained that centralized re-

cruitment lead to equal distribution of qualified human resources since the system demand all applicants to apply, to be interviewed, selected and allocated at different station by the single body. Due to this the secretariat is able to distribute the available qualified staff equally to all respective LGAs basing on their request. It was explained one official of Morogoro district that, '*centralized recruitment system is doing better in distributing qualified staff to all LGAs though there are some dropouts to some of LGAs but Secretariat are doing their job well*'. It was also confirmed by one of the official of the Secretariat that, they are doing their best to make sure all employers are getting qualified employee. '*We always try to distribute the available employees to all LGAs that requested for the employees. Sometimes we get few qualified employees than needed by employers but we try to distribute them equally to make sure everyone gets at least few employees*'. This was indicated and declared by large percentage of respondents which means it is real appreciated by most people as now the problem of unequal distribution is minimized though there still some problems in few area caused by dropouts of new employees and not unequal distribution by the Secretariat. It was revealed by the respondents that uniformity in service delivery is promoted because qualified staffs are distributed equally to all LGAs. Munga et al (2009) revealed that centralization system is more effective in both recruiting highly and equal distribution of staff. In his study done in Tanzania on health staff recruitment he also found out that centralized recruitment led to recruitment of high skilled labour and resulted to balanced distribution of workers as compare to decentralized recruitment (Munga et al. 2009). Centralized system stated to be good in distribution function since the distribution is done by single body therefore it is even easy to move resources from area of surplus to that of relative shortage (Prud'Homme 1995).

Presence of national human resources database

Existence of national database for qualified applicants and government employees is one among the positive effects of the centralized recruitment system. This was mentioned by 16% of questionnaire respondents. Likewise it was reported during the interview that through centralized system government has been able to maintain national human resources database that shows all the qualified applicants and employees within a specific period. The database has been very useful to the government since it reduces costs of recruitment

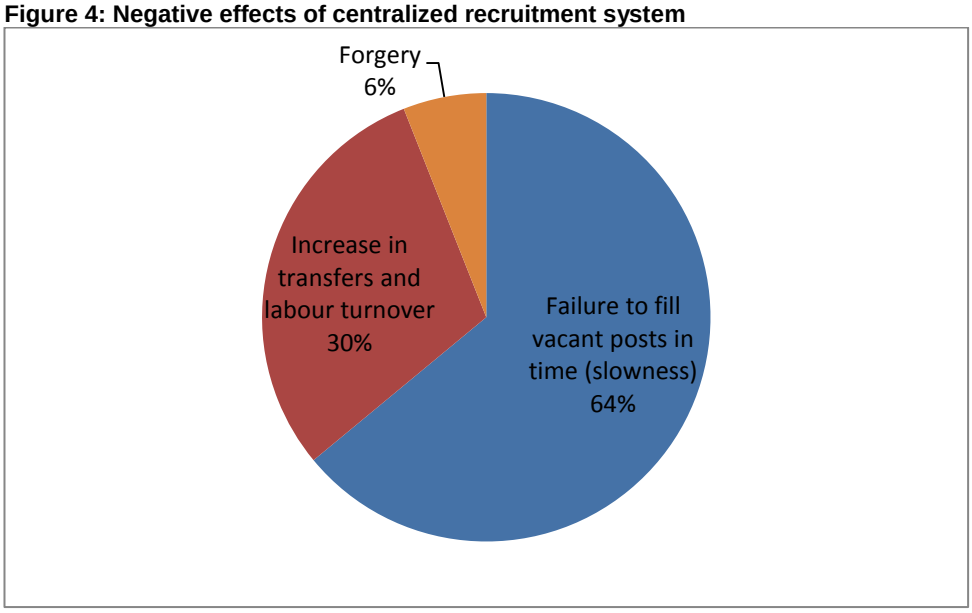
through the use of existing selected qualified applicants where and when needed instead of re-advertising. Equally the database is worthwhile because it reduces double appointment incidences and limit labour turnover of the government employees. It was explained that the secretariat has the data database for all applicants, qualified applicants, selected candidate on waiting list and employed applicants which is very useful for the day to day and future use. However this was explained different by interview respondents at LGAs whereby it was declared that, despite the presence of the database it seems like is not used for the intended purpose because secretariat keeps on advertising the same posts now and then; '*yes the database is there but is not used, if it is used why then posts are not filled in in time?*', stated by one respondent in Kilombero. Trying to confirm this statement the question was asked to one of the official of the secretariat and it was explained that 'yes *we have database but it is valid for only three months after that is not used anymore because applicants keep on changing their tests and qualification for the posts also change*'.

Promotes national unity and culture interaction

Centralized recruitment system mentioned to be the system that promotes national unity and culture interactions. This was mentioned by 8% of the respondents of the questionnaires and backed by interview respondents in which they stated; in centralized recruitment system the applicants from every area of the country have a chance to be employed and posted anywhere across the country. The advantage of this was stated to be enhancement of national unity and culture interaction. Green (2005) acknowledged that centralized system enhance national integration and uniformity. It was explained by one PMO-RALG staff during the interview that in the centralized system it is very common to find people originated from northern part working in southern party unlike during the decentralized system.

Notwithstanding of positive effects, centralized recruitment system also found to have negative effects that include; failure to fill the vacancies in time, increase in vacant posts and increase in labour turnover and transfers.

Figure 4: Negative effects of centralized recruitment system



Source: Own Construction based on Questionnaires' Responses

Failure to fill vacant posts in time

Centralized system said to be trapped by rigid, slow and cumbersome procedures that are incapable of meeting government human resources needs (Coggburn 2001), the rigidity and slowness of the process in one way or another affects the decision making process particularly vacancies filling. The study found that centralized recruitment system lead to failure in filling vacancies in time whereby 64% of the respondents reported that centralized recruitment system has resulted into failure to fill the vacancies in time. This is reinforced by the bureaucratic procedures, inflexibility, slowness and rigid nature of the system. In order for LGAs to get new employees need to ask for permit from POPSM thereafter send request to Recruitment Secretariat and waiting for acceptance, while leaving other processes to be done by the secretariat such as advertising, shortlisting, interviewing, placing and payroll processing which take long time; hence causing LGAs staying without personnel for a long time. It was stated by one respondent Morogoro that it is very common to submit your request today to the secretariat and get the response after six months and more. He said '*For example in year 2010 the request was sent and it was not responded up to December 2010 after we sent another letter to remind them. Equally in year 2012 September the request for 165 employees was sent and it was not responded and in April 2013 a letter to remind them was sent but no reply up to now*'. The reason for the delay

was revealed by the Secretariat officials to be lack of qualified applicants to fill all the requested posts also lack of modern technology to facilitate the process especially shortlisting and selection which have to be done manually and consume a lot of time. The failure to fill posts in time results in to increase in vacancies in LGAs. It was explained by one official of Morogoro district that, 165 posts that were requested to be filled in September 2012 were not filled up to the time of interview which means there are 165 vacant posts left in financial year 2012/2013 and still due to various reasons there are other vacancies expected in financial year 2012/2013.

Increase in labour turnover and transfers

30% of questionnaire's respondents argued that centralized recruitment system resulted into increase in labour turnover and transfers. This is viewed from the fact that, some of personnel placed in various LGAs don't prefer to work where they are placed leading to reporting and staying for a while and seeking for transfers claiming to have various reasons for that. It was revealed by respondents that increase in labour turnover and delay in feeling vacant posts results in to increase in vacant posts in LGAs. But the problem of labour turnover was not seen to a big problem in Morogoro and Kilombero though it was testified in Morogoro that there is one Corporation Officer who just reported and disappeared up to now. One of the PMO-RALG official revealed that the problem of labour turnover may perceived not be a big problem to individual LGAs but it is a big problem when comes to the country at large. He said '*employee turnovers and transfers may not be a big problem to a single LGA but there are numbers of cases from different LGAs in which employees never report and when they happen to report they just disappear. Therefore this results in to increase in number of vacant posts to LGAs year after year*'.

High chances of forgery

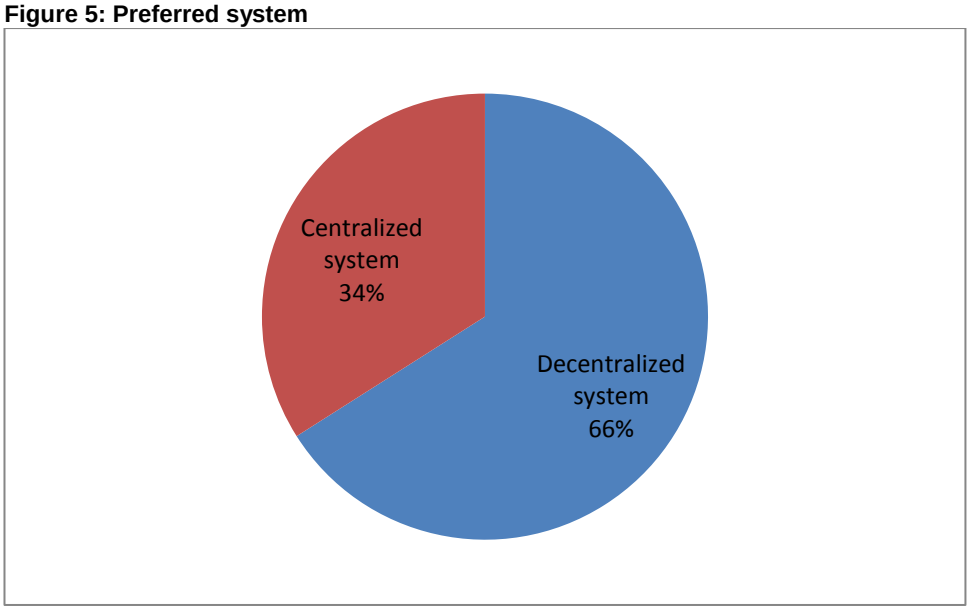
6% of the respondents of questionnaires respondents mentioned that centralized recruitment system has high chance of producing fake employees. It was also supported by interview's respondents whereby it was revealed that through centralized system chances for receiving fake employees are high due to poor communication and coordination between central and local level about the allocated employees though for the time being is not a big case. It was

elaborated by one respondent from PMO-RALG who was formerly a working with LGA, he said, while working with the LGA he received four fake employees one with a letter of appointment from PMO-RALG and three from Ministry of health.

5.4 Decentralized versus Centralized recruitment system

The study found that both systems have positive and negative effects but still there is one system which is better than the other. The system that is believed by many participants that will solve some of HR challenges in LGAs.

Figure 5: Preferred system



Source: Own Construction based on Questionnaires' Responses

According to respondents' opinions, while decentralized recruitment system was supported for retaining staff, reducing labour turnover, allowing people to choose where they would be employed and not time consuming; it was blamed of being politically interfered, facilitating tribalism, nepotism and bias. However, centralized recruitment system is supported for providing LGAs with qualified staff, taking into considerations of equal distribution of human resources and avoiding political interference while taking long time in processing and placing personnel to LGAs whereby some of those placed employees do not stay longer in their work places.

Because, decentralized recruitment system had the merit of attracting and retaining employees, filling posts in time and enhancement of worker's motivation many respondents were in favor of it where by 66% of the respondents of the questionnaires revealed this. Considering the weaknesses of the system the respondents suggested some steps to be taken to improve the system such as reduce power of politicians in relation to recruitment process whereby the process should involve only experts; Like any other activities recruitment process should be closely monitored and checked by central government through respective regional Secretariat in order to avoid nepotism, tribalism, political interferences and bias; Disadvantaged LGAs should have special allowances like transport and night allowance for applicants, and hardship allowance for the employees to attract qualified applicants and staff to apply and stay; maintenance of national human resources database and the effective functioning system that allow a person to be employed only once in a civil service in order to reduce labour turnover especially to the disadvantaged LGAs

34% of the questionnaire's respondents supported by most of the interview respondents particularly interviewees from recruitment secretariat were in favor of centralized system for its ability to recruit qualified staff, equally distribute human resources, less cost and maintenance of data base though some steps were proposed to improve the system. The steps such as better system that ensures once you have entered civil service and quit there will be no another opportunity for entering again and that is by having a national Human Resource Database. It was also suggested that recruitment should be done at least four times a year in order to accommodate all the request in time and the database should be effectively used in order to make sure vacant posts are filled in time. On top of that it was also suggested that recruitment of lower cadres should be delegated to LGAs to administer the process.

Chapter 6: Conclusion

This paper investigated the motives behind decentralized and centralized recruitment systems and their effects on recruitment and allocation of public servants in LGAs. The study specifically surveyed people's opinions on how decentralized recruitment was done as well as centralized system, the reasons for the adopting the two system at different periods, the effects of the two systems to LGAs and the preferred system between the two systems.

Though the study aimed at studying two LGAs of different geographical location (Urban and Rural districts) to see how the system affects the two areas differently, the study failed to find the difference between the two LGAs because the findings shows both selected LGAs almost face similar problems in relation to the two systems. Also lack of clear records contributed to the failure to see the difference since there was no clear written information to support the answers on the aspects that expected to show the difference between the two districts. But this should not be taken simply that the problems are similar between the urban and rural areas but it should be understood that the problems are more severe in rural districts as it was mentioned severally by interviewees particularly those from PMO–RALG.

The study shown that despite the power being decentralized to local government still there were some interferences form central government in crucial issues regarding the recruitment process. The issues such as determining numbers of the posts to be filled, approving budget and paying salaries were all done by central. LGAs were only responsible for LGAs were responsible for identifying vacancies, set budget, ask for permission central government advertising, shortlisting, selecting and staffing.

On the other hand in centralized system central government is almost responsible for all recruitment processes in recruiting public servants that includes advertising, shortlisting, interviewing and allocating the new employees to their respective employers including LGAs. The role of LGAs and other public institutions remain that of identifying the vacancies and set the budget which is also need to be improved by central government.

The study also showed that decentralized recruitments adopted due to the government desire to enhance decentralization by devolution policy, reduce

bureaucracy and improve employees' performance, motivation and accountability to be the reasons for decentralizing. While the reasons for centralized recruitment system reported to be the failure of the decentralized system which was associated with unethical behaviours of local officials (nepotism, corruption and favouritism), lack of meritocracy, lack of qualified applicants in some of LGAs, lack of expertise, lack of orientation to new staff and cost effectiveness.

Enhancement of decentralization by devolution policy seemed to be the widely mentioned reason for decentralizing recruitment processes since it was mentioned by most of the participants compared to other two reasons. Majority perceived the implementation of the decentralization policy to be the main reason since decentralized recruitment system came as one of the aspect of decentralization by devolution policy. Other factors were not considered by majority to be the reason for decentralization since it is believed that the decision to decentralize was not government's decision but it is mainly pressure from development partners. Though minority who mentioned other factors like government desire to improve employee's performance had their point that for number of years LGAs were facing HR and the government was always trying to find a solution by trying to shifting the authority to different authorities. Therefore decentralized system came as the results of government initiatives to solve HR problems.

On the other side, centralized system revealed to be mainly caused by unethical behaviours of LGA staff, lack of meritocracy and lack of qualified applicants as it was widely indicated by majority. These factors are mainly linked to the failure of the decentralized system which then necessitated centralized system. Majority believe that centralized system came as the solution to the failure of the decentralized system. Other factors like cost effectiveness and lack of expertise in LGAs appeared to be mentioned by few respondents which means they were not given much weight by majority. These factors perceived to have little effects in LGAs and country in general therefore considered by majority as minor reasons for centralization. For example the issue of expertise was not agreed by majority to be the reason since it is not believed that LGAs were lacking expertise.

Moreover the study revealed that each system has both positive and negative effects. Linking to that, decentralized system is acclaimed for its ability to fill vacant posts in time; retain staff; reduce number of vacant posts and highly motivate staff while centralized system is appreciated for hiring the most qualified staff, evenly distribute staff among LGAs, maintain national HR database and enhance national unity. On the other hand, decentralized system is blamed for causing unequal distribution of qualified staff among LGAs, employment of unqualified staff and double appointment whereas centralized system is liable for the failure to fill vacant posts in time, increase in employee's transfers and dropouts and forgery. However the study uncovered that there is significant variation in weight among the revealed effects as summarized in the table below.

Table 4: Effects of Decentralized and Centralized Recruitment Systems

Decentralized Recruitment System		**Centralized Recruitment System**	
Advantages	**Indicated by;**	**Advantages**	**Indicated by;**
Timely filling of vacancies; This happened due to flexibility and less bureaucratic nature of the system.	36%	***Equal distribution of staff***; Because everything is done at the centre by a single body that knows the needs of each LGAs	38%
High staff retention; Because employees were able to choose and be located in the areas they prefer to work.	34%	***Qualified staff;*** Due to fewer chances of corruption, political interferences, nepotism and favouritism.	38%
Highly motivated staff; Since employees were able to work in the area of their preferences and community they prefer to serve.	16%	***Presence of national HR database***; Because everything is done at the centre therefore it is easy to have the information about those employed.	16%
Less vacant posts; Due to availability of applicants and ability to fill vacancies in time.	14%	***Maintenance of national unity;*** Since staff allocation is done at the centre anyone one has a chance to be employed and located anywhere regardless his/her origin.	8%
Disadvantages		**Disadvantages**	
Unqualified staff; Due to high rate of corruption, nepotism, political interferences and favouritism.	40%	***Failure to timely fill vacancies;*** Due to inflexibility and bureaucratic nature of the system.	64%
Unequal distribution of staff; Due to lack of applicants in some LGAs particularly the disadvantaged one.	32%	***Increase in labour turnover;*** Since employees are allocated in the areas they didn't apply and prefer to work.	30%

Double appointment; Due to lack of coordination among LGAs and lack of national data base for employed staff at a particular time.	16%	***Forgery;*** Due to poor communication and coordination between centre and local levels.	6%
Lack of national unity; Due to LGAs' tendency to recruit applicants who originated from the same area.	12%		

Source: Own Construction based on Questionnaires' and interviews Responses

Generally the study revealed that decentralization system is mostly praised for filling vacant posts in time and retaining staff while centralized system is mostly blamed for its failure to fill vacancies in time and causing labour turnover. Equally, while centralized system is mostly appreciated for its ability to recruit qualified staff and evenly distribute them among LGAs, decentralized is mostly blamed for recruiting unqualified staff and unevenly distribution of staff among LGAs. In connection to that it was discovered that despite of other advantages and disadvantages, the opposite the most appreciated advantages of one system appeared to be the most blamed disadvantages of the other system and vice versa. Basing on that it can be interpreted that there is no system which is perfect without effective mechanism to facilitate its well-functioning.

In spite of the fact that both systems have merits and demerits decentralized system found to be the most preferred system since it allows LGAs to fill vacancies in time and leads to high retention of staff which is a major concern of the LGAs. Majority especially LGAs' officials gave the impression that despite its challenges decentralized system in preferable as it assures availability of staff to LGAs the thing which centralized system failed.

Basing on the fact that Tanzania had practiced both system and still the intended results are not to be attained this study suggest that before adopting any recruitment policy related to the two system the government should effectively conduct effective visibility study about the two systems. Conducting visibility will help the government to come up with better decision on which system to be considering the government capability. In addition to that before adopting any system between the two systems the government need to be well prepared in terms of resources, rules and regulation, technology and well-functioning structures to facilitate effective functioning of the system.

References

Awortwi, N. (2010) 'The Past, Present, and Future of Decentralisation in Africa: A Comparative Case Study of Local Government Development Trajectories of Ghana and Uganda', *International Journal of Public Administration* 33(12-13): 620-634.

Baker, J. (2002) 'The local government reform process in Tanzania: Towards a greater interdependence between local and civil society at local level? *Research and Development report* no.6/2002. Accessed; http://www.agderforskning.no/reports/000fou02_06_reform_in_jtanzania.pdf- Accessed on 13/07/2013

Barnett, C.C., H.P. Minis and J. VanSant (1997) 'Democratic Decentralization', *United States Agency for International Development, December* .

Berman, E.M., J.S. Bowman, J.P. West and M.R. Van Wart (2012) *Human Resource Management in Public Service: Paradoxes, Processes, and Problems.* Sage.

Bossert, T.J., J. Beauvais and D. Bowser (2000) *Decentralization of Health Systems: Preliminary Review of Four Country Case Studies.* Partnerships for Health Reform, Abt Associates.

Brown, K. (2004) 'Human Resource Management in the Public Sector', *Public management review* 6(3): 303-309.

Coggburn, J.D. (2005) 'The Benefits of Human Resource Centralization: Insights from a Survey of Human Resource Directors in a Decentralized State', *Public administration review* 65(4): 424-435.

Coggburn, J.D. (2001) 'Personnel Deregulation: Exploring Differences in the American States', *Journal of Public Administration Research and Theory* 11(2): 223-244.

De Vries, M.S. (2000) 'The Rise and Fall of Decentralization: A Comparative Analysis of Arguments and Practices in European Countries', *European Journal of Political Research* 38(2): 193-224.

Ellis, F. and N. Mdoe (2003) 'Livelihoods and Rural Poverty Reduction in Tanzania', *World Development* 31(8): 1367-1384.

Falleti, T.G. (2005) 'A Sequential Theory of Decentralization: Latin American Cases in Comparative Perspective', *American Political Science Review* 99(3): 327.

Franco, L.M., S. Bennett and R. Kanfer (2002) 'Health Sector Reform and Public Sector Health Worker Motivation: A Conceptual Framework', *Social science & medicine* 54(8): 1255-1266.

Franco, L.M., S. Bennett, R. Kanfer and P. Stubblebine (2004) 'Determinants and Consequences of Health Worker Motivation in Hospitals in Jordan and Georgia', *Social science & medicine* 58(2): 343-355.

Green, E. (2005) 'Managing Human Resources in a Decentralized Context', *East Asia decentralizes: Making local government work* : 129-153.

Hasenan, H. (2010) , *The Effect Of Decentralization Towards Affective Commitment Among Universiti Sains Malaysia Administrative Employees* .

Hays, S.W. and R.C. Kearney (2001) 'Anticipated Changes in Human Resource Management: Views from the Field', *Public administration review* 61(5): 585-597.

Kolehmainen-Aitken, R. (2004) 'Decentralization's Impact on the Health Workforce: Perspectives of Managers, Workers and National Leaders', *Human Resources for Health* 2(5): 1-11.

Kolehmainen-Aitken, R. (1998) 'Decentralization and Human Resources: Implications and Impact', *Human Resources for Health Development Journal* 2(1): 1-29.

Kolehmainen-Aitken, R. (1992) 'The Impact of Decentralization on Health Workforce Development in Papua New Guinea', *Public Administration and Development* 12(2): 175-191.

Kuusi, S. (2009) 'Aspects of Local Self-Government Tanzania'.

Lavigna, R.J. and S.W. Hays (2004) 'Recruitment and Selection of Public Workers: An International Compendium of Modern Trends and Practices', *Public Personnel Management* 33(3): 237-253.

Liu, X., T. Martineau, L. Chen, S. Zhan and S. Tang (2006) 'Does Decentralisation Improve Human Resource Management in the Health Sector? A Case Study from China', *Social science & medicine* 63(7): 1836-1845.

Llorens, J.J. and J.E. Kellough (2007) 'A Revolution in Public Personnel Administration: The Growth of Web-Based Recruitment and Selection Processes in the Federal Service', *Public Personnel Management* 36(3): 207-221.

Lonti, Z. (2005) 'How Much Decentralization? Managerial Autonomy in the Canadian Public Service', *The American Review of Public Administration* 35(2): 122-136.

Lukumai, E.C. (2006) 'The Implementation of Civil Service Reforms in Tanzania, 1991-2000'.

Meena, R. (2003) 'The Politics of Quotas in Tanzania', *A paper presented at the IDEA/EISA/SADC* .

Meyer, R.E. and G. Hammerschmid (2010) 'The Degree of Decentralization and Individual Decision Making in Central Government Human Resource

Management: A European Comparative Perspective', *Public Administration* 88(2): 455-478.

Munga, M.A., N.G. Songstad, A. Blystad and O. Mæstad (2009) 'The Decentralisation-Centralisation Dilemma: Recruitment and Distribution of Health Workers in Remote Districts of Tanzania', *BMC International Health and Human Rights* 9(1): 9.

Nabaho, L. and A. Kiiza (2013) 'Human Resources Management in Local Government: An Analysis of Recruitment and Selection Practices in Uganda Government', *Journal of African & Asian Local Government Studies* 2(2).

Parrado-Díez, S. (1997) 'Staffing and Human Resources Flexibilities in the Spanish Public Services', *Review of Public Personnel Administration* 17(3): 46-56.

Prud'Homme, R. (1995) 'The Dangers of Decentralization', *The world bank research observer* 10(2): 201-220.

REPOA (2008) 'The Oversight of Processes of Local Councils in Tanzania'. *The Research and Poverty Alleviation Final Report.* http://alat.or.tz/downloads/ACCOUNTABILITY%20IN%20LG%20TANZANIA.pdf- Accessed on 26/10/2037

Rohitarachoon, P. and F. Hossain (2012) 'Decentralized Recruitment and Selection in Thailand: Friend Or Foe to Local Public Administration?', *International Journal of Public Administration* 35(8): 553-561.

Rondinelli, D., J.R. Nellis and G.S. Cheema (1983) 'Decentralization in Developing Countries', *world bank staff working paper* 581.

Selden, S.C., P.W. Ingraham and W. Jacobson (2001) 'Human Resource Practices in State Government: Findings from a National Survey', *Public administration review* 61(5): 598-607.

Sizya, M.J. (2001) 'The Role Cooperatives Play in Poverty Reduction in Tanzania', *United Nations International Day for Eradication of Poverty* 17.

Smoke, P. (2003) 'Decentralisation in Africa: Goals, Dimensions, Myths and Challenges', *public administration and development* 23(1): 7-16.

Tessema, M.T., J.L. Soeters and A. Ngoma (2009) 'Decentralization of HR Functions Lessons from the Singapore Civil Service', *Review of Public Personnel Administration* 29(2): 168-188.

Tidemand, P. and J. Msami (2010) 'The Impact of Local Government Reforms in Tanzania'.

The government of Tanzania (1982)'The Decentralization of Government Administration (Interim Provision) Act'. *Dar es Salaam, Tanzania: Attorney General's 1982*

Treisman, D. (2002) 'Defining and Measuring Decentralization: A Global Perspective', *Unpublished manuscript* .

United Republic of Tanzania (2013) ' 2012 Population and Housing Census'. *General Report on Population distribution by Administrative Areas*. Dar es Salaam: National Bureau of Statistics. http://www.nbs.go.tz/sensa/new.html- Accessed on 20/10/2013

United Republic of Tanzania (2012) *'Miaka Mitatu ya Sekretariet ya Ajira; Changamoto na Mwelekeo wa Baadae'*. Dar es Salaam: President's Office, Civil Service Department –Unpublished report presented to Heads of Human Resources Departments in LGAs in the workshop held in 17-18 December 2012

United Republic of Tanzania (2007) 'Public Service Act (Amendment Act No. 18 of 2007)'. Dar es Salaam: President's Office, Civil Service Department.

United Republic Of Tanzania (1998) 'Policy paper on local government reform'. *Dar es Salaam: Ministry of Regional Administration and Local Government*

United Republic of Tanzania (2002) 'Public Service Act No. 8 of 2008' Dar es Salaam: President's Office, Public Service Commission

United Republic of Tanzania (2012) 'Kilombero District Profile'. Kilombero District Council: Prime Minister's Office, Regional Administration and Local Government- Unpublished material from Kilombero District.

United Republic of Tanzania (2012) 'District Socio-Economic Profile. Morogoro District Council: Prime Minister's Office. Regional Administration and Local Government- Unpublished material from Morogoro District

Venugopal, V. and S. Yilmaz (2010) 'Decentralization in Tanzania: An Assessment of Local Government Discretion and Accountability', *Public Administration and Development* 30(3): 215-231.

Venugopal, V. and S. Yilmaz (2010) 'Decentralization in Tanzania: An Assessment of Local Government Discretion and Accountability', *Public Administration and Development* 30(3): 215-231.

Wang, Y., C. Collins, S. Tang and T. Martineau (2002) 'Health Systems Decentralization and Human Resources Management in Low and Middle Income Countries', *Public Administration and Development* 22(5): 439-453.

Appendices

Appendix 1: Research Questionnaires - For LGAs' Staff

RESPONDENT CONCENT

Good Morning/Good Afternoon.

My Name is Felister Njovu. I am doing my **Masters in Governance, Policy and Political Economy (GPPE).** I am conducting a survey to assess the effects of the centralized and decentralized recruitment system in recruiting and allocation public servants in LGAs of Tanzania. The results of this survey will be used by our government to identify critical areas for improving the recruitment systems and develop a system that will contribute towards having a recruitment that is open and feasible for improving public service delivery.

Section 1: Employees Particulars

1. What is your Department? .....
2. What is your position? .....
3. For how long have you worked with LGAs? .....
4. Under which system of recruitment were you recruited? …….

Section 2: Motives for adopting the two systems and its effects to LGAs.

This section examines the factors that influenced the government to shift from centralized to decentralized and back to centralized system of recruitment and its effects in recruitment and allocation of staff to LGAs. (Please tick the answers/fill the blanks)

1. What do you think are the reasons for giving LGAs authority to recruit their staff? (Mention at least four reasons)

a. ……..
b. ……..
c. ……..
d. ……..

2. What do you think are the reasons for centralizing recruitment system? (Mention at least four reasons)

a. ……

b. ……

c. ……

d. ……

3. Were you aware of the decentralized recruitment system?

a. Yes

b. No

c. I don't know/remember

4. Who was responsible for recruiting LGA staff under decentralized system? (More than one answer is allowed)

a. Civil Service department

b. Public service recruitment secretariat

c. LGA's Officials

d. District recruitment board

e. I don't know/remember

5. What was the role of LGAs in recruitment process under decentralized system? (More than one answer is allowed)

a. Identifying posts

b. Advertising posts

c. Interviewing

d. Short listing

e. Payroll processing

f. Any other

6. Were there any legal documents/directives that gave LGAs authority to recruit? If yes please mention

a. Yes

b. No

c. I don't remember

7. At what time recruitments of staff were done by LGA?

……

8. What was the role of central government under decentralized system? (More than one answer is allowed)

a. Identifying posts
b. Approving posts
c. Advertising
d. Interviewing
e. Short listing
f. Payroll processing
g. Any other…….....

9. What are the positive effects of the decentralized recruitment system in recruiting and allocating LGA staff? (Mention at least four)

a. ……
b. ……
c. ……
d. ……

10. What are the negative effects of the decentralized recruitment system in recruiting and allocating LGA staff? (Mention at least four)

a. ……
b. ……
c. ……
d. ……

11. Are you aware of the centralized recruitment system?

a. Yes
b. No
c. I don't know/remember

12. Who is responsible for recruiting LGA staff under centralized system?. (More than one answer is allowed)

a. Civil Service department
b. Public service recruitment secretariat
c. LGA's Officials
d. District recruitment board
e. I don't know/remember

13. What is the role of central government in recruitment process under centralized system? (More than one answer is allowed)

a. Identifying posts
b. Approving posts
c. Advertising
d. Interviewing
e. Short listing
f. Payroll processing
g. Any other…….

14. Are there any legal documents/directives that gave LGAs authority to recruit? If yes please mention.

a. Yes
b. No
c. I don't remember

15. At what time recruitments of staff is done under centralized system?

a. ……
b. ……

16. What are the role of LGA under centralized system?. (More than one answer is allowed)

a. Identifying post
b. Approving posts
c. Advertising
d. Interviewing

e. Short listing
f. Payroll processing
g. Any other …….

17. What are the positive effects of the centralized recruitment system in recruiting and allocating LGA staff? (Mention at least four)

a. ……
b. ……
c. ……
d. ……

18. What are the negative effects of the centralized recruitment system in recruiting and allocating LGA staff? (Mention at least four)

a. ……
b. ……
c. ……
d. ……

19. If you were to choose between the Decentralized recruitment system and the Centralized recruitment system which one would you prefer? Why?

……

20. Give your comments about the two systems and highlight the system which is preferable than the other.

……

Thank you very much for your time and honest answers

Appendix 2: Interview guide questions/checklist for DEDs and DHROs, PMO-RALG and PSRS.

1. What was the nature of decentralization recruitment system?
    - Reasons for adopting the system
2. How was decentralization recruitment system done?

- Authority
- Legal mandate
- Procedures
- Time
- Central government role

3. What is the nature of centralization recruitment system?
    - Reasons for adopting the system.
4. How is centralization recruitment system done?

- Authority
- Legal mandate
- Procedures
- Time
- Central government role

5. What are the advantages and disadvantages of the two systems?
    - Decentralized
    - Centralized
6. Which system is preferable and why?
7. What are your comments regarding the two systems?

Appendix 3: List of Interviews

Office	**position**	**Date**	**Place**
KILOMBERO DC	DED	11/07/2013	Kilombero
	DHRO	12/07/2013	Kilombero
MOROGORODC	DED	19/07/2013	Morogoro
	DHRO	22/07/2012	Morogoro
PMO-RALG	Assistant Director local government Session	31/07/2013	Dodoma
	Assistant Director Organization Development	06/08/2013	Dodoma
	Principal HRO	02/08/2013	Dodoma
	Senior HRO	09/08/2013	Dodoma
	Senior HRO	09/08/2013	Dodoma
PSRS	Deputy Secretary	19/08/2013	Dar es salaam
	Principal HRO	21/08/2013	Dar es salaam
	Principal Economist	21/08/2013	Dar es salaam
	Principal HRO	26/08/2013	Dar es salaam
	Principal HRO	27/08/2013	Dar es salaam