

The United Republic of Tanzania



Capital: Dodoma

Inhabitants: 43, 746, 911

Area: 945, 090 sq km

1. Introduction



The United Republic of Tanzania (URT) consists of mainland Tanzania and Zanzibar, made up of the main island Unguja, together with Pemba and other smaller islands. It has a population of 43,746,911 (*Mainland:* 42,499,140 *Zanzibar:* 1,247,771 (URT 2006)) and a total area of 945,090sq km including the islands (1,651 sq km).

Table 1: General Indicators 2010

Human Development		
HDI ¹	0.398	
Total GDP (millions \$US)	US\$ 22.671 Billion	
GDP/per capita (units of \$ US)	US\$ 548.282	
Annual Growth	6.0 %	
Life Expectancy	56.9	
Decentralization		
Municipal Population	100%	
Urban Population	36,4%	
Number and Tiers of local governments (councils)	Region	X
	Department	X
	Local Gov.	10,801

¹Source: HDR 2010. NB The HDI for Tanzania declined by 2,2% from 0.407 in 2008

Political system & Regime

	Presidential
	Unitarian with one autonomy subdivision without federation

URT is a unitary state with Zanzibar having autonomy for non-union matters. Mainland Tanzania has a unicameral National Assembly (the Bunge) of 357 Members of Parliament (MPs).

Table 2: Composition of the Union Parliament

1. MPs elected from single seat constituencies	239
2. Special seats women MPs	102
3. MPs elected by the Zanzibar House of Representatives	5
4. Attorney General	1
5. MPs nominated by the President	10
Total	357

Although Zanzibar has 3% of Tanzania's population, it is guaranteed over 15% of seats in the Union Parliament. The ruling party, CCM, holds almost 80% of the seats in the Parliament. The Union Parliament legislates on all union matters (foreign affairs, defense, police, etc.).

Zanzibar's House of Representatives enacts laws for Zanzibar independent of the union government, except on union-designated matters. The term of office for Zanzibar's



president and House of Representatives is 5 years².

Table 3: Composition of the Zanzibar House of Representatives

1. MPs elected from single seat constituencies	50
2. Special seats women MPs	20
3. MPs nominated by the President of Zanzibar	10
4. An Attorney General	1
Total	81

The president both head of state and head of government is directly elected by popular vote and must secure at least 50 per cent of the vote. If the president is from the mainland, the vice president, elected on the same ballot, must come from Zanzibar and vice versa. The president appoints the prime minister and the cabinet from members of the National Assembly. The president of Zanzibar is a cabinet member.

2. Territorial structure

Tanzania is divided into 30 regions, 25 on the mainland and 5 in Zanzibar. Regions are divided into districts, which are further subdivided into divisions. In mainland Tanzania there are 25 urban councils and 108 district councils, 97 townships and 10,571 registered village councils.

There are three types of local government in urban centres: town, municipal and city councils. The chairpersons of the town councils and the mayors of the municipal and city councils, and their deputies are elected by councillors from among themselves. Urban councils have the same standing committees as district councils

and also have the discretion to establish additional committees. Non-elected members may be co-opted into committees.

Table 4: Administrative and territorial organization of local government

Territorial Division		Deliberative Organ	Executive Organ	Oversight
Name.	No			
Urban				
City councils	5	City Council	City Director	- Prime Minister's Office, Regional Administration and Local Government (PMO-RALG) - Public Service Commission (PSC)
Municipal councils	16	Municipal Council	Municipal Director	- PMO-RALG - PSC
Town councils	4	Town Council	Town Director	- PMO-RALG - PSC
Rural				
Township authorities	97	District Council	District Dev. Director	- District Councils
Rural councils	108	District Council	District Dev. Director	- District Councils
Registered Villages ³	10,571	Village Dev. Committee	Village Exec. Officer	- District Councils

3. Institutions and local democracy

3.1 Electoral system

The electoral system in Tanzania which is mainly "First Past the Post," is similar to electoral systems operating in other ex-British colonies. The country is divided into constituencies and wards. Each constituency elects its representative to

²<http://www.traveldocs.com/tz/govern.htm>

³

URT 2009

the Parliament and every ward in Tanzania in mainland elects a councillor to represent it in a council.

Every registered Political Party has the right to sponsor one Candidate for Presidential, Parliamentary and Council Elections. As such in every contested seat an election can have up to eighteen candidates as there are currently eighteen permanently registered Political Parties. A candidate who wins majority votes is declared elected.

A Municipal Council is made up of elected councillors representing wards in the municipality; 30% special seats women representatives, constituency and women special seats MPs residing in the municipality; and not more than three (3) members appointed by the minister responsible for the local government from among the residents of the municipality.

The same principle of proportional representation for women special seats of not less than one third of the all elected councillors applies to each Council, apportioned according to seats each political party, has won in the council.

3.2 Local election process

Local Government elections are part of the general elections which in Tanzania take place once every five years. As such, the elections to local councils coincide with those of the President and of members of parliament. Tanzania held her fourth multi-party general election in October, 2010, and the next round of elections will take place in 2015. Of the 20,137,303 registered voters, only 8,626,303 or 42% turned out to vote, the lowest turnout in Tanzania's history. Previously, at least 70% of registered voters had cast ballots. Councillors campaign on the platform of political party manifestoes which often address national issues that may not

necessarily reflect local concerns of citizens. In many cases, councillors act as the campaign agents of Presidential and Parliamentary candidates of their political parties, in return, for the backing and support of their parties during their campaigns, and in any subsequent political difficulties, when in office. This means that they owe more allegiance to the political parties than to their constituencies.

Local government (LG) is not a separate sphere of government in Tanzania. It is a tier of government. As a result of implementing Phase I of the Local Government Reform Programme (LGRP 1998 – 2008) the LGs have gained more administrative autonomy in delivering local services, even though they remain dependent on central government financing. Phase II of the LGRP, being implemented from 2010, is designed to strengthen autonomy of the LGs through Decentralization-by-Devolution (D-by-D).

3.3 Accountability and transparency

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

The ministry responsible for local government supervises activities of the LGs and the local government authorities are accountable to the central government through this line ministry. In case of non-performance or poor performance the minister for local government has powers to abolish the council and appoint a commission in its place. However, a system of accountability for elected officials towards their electorate does not exist.

Transparency does exist in that issues are openly discussed in council and committee meetings. Members of the public are allowed to participate in full council meetings as observers.

Deconcentrated Central Government in Tanzania is strong in districts and divisions. The oversight and support institutions, PO-RALG inspection (Prime Minister's Office Regional Administration and Local Government) and RS (Regional Secretariat: support office of the Regional Commissioner), are weak. There is need for transformation from control to facilitation and inspection.

3.4 Local Government Associations

The Association of Local Authorities of Tanzania represents local government on the mainland of Tanzania. It is a voluntary organization with a membership of 133 urban and district councils.

4. Local government structure

4.1 Local Authorities

The LG structure in Tanzania is divided into rural and urban authorities

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

Village and township councils are district authorities and have responsibility for formulating plans for their areas, which are subject to approval by the district councils.

Local authorities have discretion to establish further committees although there is a maximum for each type of authority. The role of the committees is to

develop policy, budgets and oversee the work of specific departments.

4.2 Political Council structures in local government

MPs of constituencies of the district area and women MPs, residents in the district are automatic members of each district council. The township authorities comprise the chairpersons of the *vitongoji* (sub village level) within its area, not more than three members appointed by the district council, and women appointed according to political proportionality to make up at least one-third of the authority.

Mayors/Chairpersons are indirectly elected by the elected members of their respective authorities. The Deputy Mayor must come from a different urban authority than the mayor.

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

5. Local staff

As of April 2011 there were a total of 409,397 civil servants of whom 103,508 were employed in the central government and 305,889 in the LGs. Nearly all the civil servants in the LGs are paid salaries from the local government fund.

Transfer of staff is done by the minister responsible for local government and within a region, by the Regional

Administrative Secretary. Conditions of service are set centrally and the LGs have no discretion over the size of the establishment. Performance appraisal of all staff is done by the LG.

5.1 Staff qualifications

The Table below shows that the percentage of university graduate staff in the five sample LGs varies from 20.7% to 40.6%, however in 2007, this same range was from 3.2% to 6.0%. The rapid increase in the number of graduate employees can be explained by the decentralization of secondary education services from a central government ministry to the LGs, as of 2009. In the secondary school sector most teaching staff are university graduates. Other qualifications include Tertiary college Secondary education certificates. At present, however, secondary education is no longer within the civil service. Secondary school leavers require some skills training to qualify for employment in the civil service.

Table 5: Staff qualifications in 5 sample local governments

LOCAL AUTHORITY	No. of State Civil Servants	No. of LG staff	Level of Qualifications by Category
TANZANIA	409,397	305,889	-
Mwanza CC	ALL	3,504	University: 1020 (29.1%) Others: 2484
Ilala MC	ALL	7,927	University: 3,220 (40.6%) Others: 4707
Dodoma MC	ALL	3,170	University: 1,070 (33.8%) Others: 2,100
Kibaha TC	ALL	704	University: 147 (20.9%) Others: 557
Lindi TC	ALL	984	University: 204 (20.7%) Others: 700

5.2 Recruitment and dismissal

Powers for recruitment of staff of the LGs are centralized and fragmented. All Council Directors and Heads of Departments are appointed by the minister responsible for local government. College graduates in teaching, health and finance are posted to LGs by sector ministries. With effect from 1st July 2010, recruitment for all other categories of staff in the Local Government (LG) in Tanzania has reverted to the President's Office, Public Service Management. A Public Service Recruitment Secretariat, established in 2007 advertises vacancies in the public service and conducts recruitment. Public Service in Tanzania includes local government service. LGAs have powers to fire all categories of staff except for the Council Directors and teachers. Disciplinary authority for council directors is vested on the Minister responsible for local government while for teachers, the authority is on the Teachers' Service Department of the Public Service Commission.

5.3 Salaries and benefits

Salaries and benefits of most staff of LGs is administered by the LGs, but funds are transferred directly from the national treasury. In principle, remuneration for administrative staff of the LGs including the council directors, should be from council own source revenue. In practice, however most staff in this category are included in the central payroll system. Incentives are done by the LGs while staff training is shared by the LGs and ministries. LG staff have access to Local Universities, The Open university and specialized Colleges for first degree graduates and equivalent to increase their qualifications.

The main challenges ahead as raised by local authorities are:

- Local financial HR management autonomy

- Locally defined staff structures
- Accountability and efficient use of resources
- Undue political interference
- Limitations on career development

6. Central-local relations

The central government in Tanzania has excessive control over the local authorities. It exercises control over revenues, human resources and revenue.

All state authority in the United Republic are exercised and controlled by the Government of the United Republic of Tanzania and the Revolutionary Government of Zanzibar. There are three organs of State: The Executive; Judiciary; and The Legislature which exercise separate powers. The Government of the United Republic of Tanzania has authority over all Union Matters in the United Republic and in Mainland Tanzania. The Revolutionary Government of Zanzibar has authority in Zanzibar over all matters, which are not Union Matters.

The President appoints the Regional Commissioner, as the principal representative of government in the region, responsible for law and order. Executive functions of government in the region, including facilitating and coordinating activities of LGs, are performed by the Regional Administrative Secretary (RAS), who heads the Regional Secretariat, established by Act No.19/1997.

7. Local finance

7.1 General statistics

Data from the National Bureau of Statistics (URT 2010) can be seen in the table below. The average annual exchange rate fluctuated from an average of Sh. 1253.9 in 2007 to Sh. 1,196.3 and Sh. 1,320.3 per USD in 2008 and 2009 respectively (PER 2010).

Table 5: Financial statistics

	Year			
	2004/ 05	2005/ 06	2006/ 07	2010
National Public Expenditure (% of GDP)	2,892.25m (24.86%)	3,222.84m (28.40%)	3,470.53m (27.33%)	6,214.57m (27.41 %)
National per-capita spending (\$)	\$ 80.50	\$ 86.48	\$87.16	\$144.19
Local Public Expenditure (% of GDP)	558,341,407 (4.80%)	482,509,738 (4.03%)	571,859,531 (5.29%)	1,255,344m (5.49%)
Local per-capita spending (\$)	\$ 15.50	\$ 14.50	\$ 16.88	\$30.0
Local Expenditure / National Expenditure	19%	15%	19%	20.2%

7.2 Conditional and unconditional grants

A formula based system of allocating conditional and unconditional central government transfers to the LGs was introduced vide changes to Act No. 6 of 1999. The central government provides three different types of intergovernmental transfers to LGs (WB, 2010):

- Recurrent Block Grants for agriculture, education, health, roads and water sectors (66.3% in 2009/10);
- Sector Basket Funds and Subventions from ministries, departments, and agencies for recurrent expenditures in agriculture, health, roads and HIV/AIDS (9.2);
- Development Grants and Funds, including a discretionary Local Government Capital Development Grant (LGCDG) to enable the LGs

invest in new, or rehabilitate existing infrastructure (24.5%).

Central government grants, both conditional and unconditional, constitute over 90% of revenue for LGs. Under the Joint Assistance Strategy for Tanzania (JAST), all aid assistance is integrated into the Government budget and Exchequer system and no separate donor funds are channelled to the LGs. These allocations may be specified in the Local Government Finance Act.

Conditional allocations are made for education, health, water, roads and agricultural sectors which are being decentralized under the LGRP. There is a further conditional allocation for local government administration: In FY 2009/10 (PMO-RALG 2010) education accounted for 67.6% of Recurrent Block Grants allocations and the Sector Basket Funds and Subventions, health 17.8%, Roads 3.9%, Agriculture 2.3%, Water 1.2% and HIV/AIDS 0.9%.

7.3 Local own-source revenues

LGs collect 3-5% of public revenue and account for about 20% of public expenditure (URT 2006a). The LG Finances Act of 1982 (LGFA) allowed LGs to define their own local tax structure, impose taxes, levies and fees and set rates within their local jurisdictions. However, following criticism against the local taxes as being inefficient, regressive and inimical to private enterprise development, the government in 2003 and 2004, abolished several local taxes, significantly reducing the importance of local revenues in the overall intergovernmental fiscal framework (WB, 2010 31). The LGFA was amended to define a closed list of 54 revenue sources in for the LGs, which are now no longer

allowed to impose any taxes, not included on the list⁴.

Decentralization has empowered Village Councils to make by-laws and prescribe fees, charges and tariffs for the licenses and permits, and enabled greater involvement of communities in managing services and public resources through service user committees and boards. The link between local level planning and budget processes, and the central government strategic budget allocation system has been strengthened through the Plan-Rep system. There is limited central supervision of locally raised revenue.

8. Local Responsibilities

Local government in Tanzania is not a separate sphere of government, and the transfer of competences from central to local governments has not as of yet taken place.

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

8.1 Local expenditure responsibilities

Assignment of expenditure responsibilities between different levels of government in

⁴http://www.mof.go.tz/index.php?option=com_content&task=view&id=44&Itemid=59

Tanzania is guided by the policy of “decentralization by devolution” and the “principle of subsidiarity.” Functions and public services delivery are assigned to the lowest government level that can perform them most efficiently and effectively. Responsibilities of LGs fall into four broad categories: concurrent, exclusive, locally administered and delegated responsibilities.

Concurrent expenditure responsibilities include delivery of crucial public services,

but the central government remains responsible for financing local delivery of these public services through intergovernmental transfers. Exclusive expenditure responsibilities, financed from own source revenue of LGs, include local land use planning, sanitation, public markets, other local amenities and local administration. Delegated functions of LGs are funded by earmarked ministerial subventions.

Table 6: Local government responsibilities

AREAS	Attributions	Effectiveness	Obstacle to transfer of responsibility
Administrative and legislative functions	Delegated authority to make by-laws subject to approval by Minister	Partially effective	Ministerial control can override local priorities
Managing local elections	Autonomy over local elections, shared responsibilities over general elections	Effective	Inadequate financial resources
Management of own fiscal revenue and expenditure	Discretion to allocate own source revenue, general purpose and LGCD grants to local priorities	Partially effective	Autonomy curtailed by strict central control on permissible local tax revenue sources. Land rent collected by central government
Autonomy in budget approval	Authority to approve own budgets transferred to LGs	Effective	Impact delimited by low revenue base and overdependence on Central transfers
Public service delivery	LGs make policy and operational decisions consistent with laws and government policies without undue interference by central Institutions	Effective	Inadequate financial and human resources
Personnel management	LGs have powers to hire and fire staff	Partially effective	LGs Lack authority over the Directors and teaching staff
Peace and security	Shared function between LGs and central government	Not very effective	Lack of control on the Police limits the capacity of LGs to enforce law and order
Post primary education	Secondary education under LGs but vocational training under a central government agency	Partially effective	No corresponding transfer of resources to LGs. Quality of service is compromised
Water and sanitation	Shared between LGs and central government Agencies	Not very effective	Absence of clear mandates and dissipation of resources
Road construction and maintenance	Shared between LGs and TANROADS	Not very effective	Budgetary Constraints of LGs, Limited allocations of Road fund to LGs

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