

**FACTORS AFFECTING PERFORMANCE AMONG PUBLIC SERVANTS IN LOCAL GOVERNMENT AUTHORITY IN TANZANIA; A CASE STUDY OF BARIADI DISTRICT COUNCIL**

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**ABSTRACT**

This paper is focusing on factors affecting poor Performance among Public Servants on Local Government (LG) in Tanzania. This study was conducted with an intention of finding out obstacles hindering good performance among public servants in local government. The study recognized facts about Personal and Institutional factors hindering public servant in LG to improve social services delivery at the grass root as well as the strategies that will help to overcome the existing obstacles. Primary data were drawn from the observation, questionnaire and interview methods. With regards to secondary data sources; the researchers used documentation to gather information from the government sectors through reports, permitted written materials and internet services. The researchers collected data from fifteen (15) villages attained in four (4) wards namely Bariadi, Bunamhala, Somanda, and Nyakabindi. The data was collected from one hundred and five (105) respondents obtained from heads of departments Councillors, Village Executive Officers, Village Council Members and Community Members. This research signifies that there is an override of a decentralization and

delegation of power at village units. The study recognized the personal and institutional challenges with personal capacity of government actors which was not satisfactory due to inadequate skills and knowledge, lack of office and its facilities, lack of funds and political intrusion as major factors among others at village level. The study used different methods for data collection including questionnaires, interviews, and focus group discussions.

**Key Words: Local Government in Tanzania, Performance, Effectiveness, Efficiency.**

## **1.0 Introduction**

This section indicates the background information, Statement of the problem and the objectives. It also includes the research questions and the significance of the study. Thus through that analytical episode, the research was open to find out factors affecting low performance among public servants on Local Government Authorities (LGA).

LGA is a government system which integrates various sectors to perform planned activities of development. It involves administrative power at low level of village, ward, division and district councils. It is a complex organization which involves stakeholders for decision making and implementations. The structure of administration identifies two levels of autonomies that are political and administrative autonomies as well as fiscal and financial autonomies (Ndue, 2006).

Local Government normally refers to as units of the public administration that do not depend hierarchically on the central government administration for public functions which have the authority to exercise in an autonomous way. Typical examples of this concern are the districts in some countries, important degrees of autonomy are granted at regional, provincial or municipal

levels. However, some countries such as Bolivia, Mali and Cape Verde, transfer the responsibilities of rural areas to municipal levels. Other countries like India, have established rural local governments at village levels.

During the 1980s, the Tanzanian government took measures to devise and decentralize the economy through privatizing public sector enterprises, over-centralizing government administrations and strengthening local governments through devolution of various functions previously entrusted to central government units (FAO, 1997). The government has been improving the LGAs sectors with an intention of dealing with reducing poverty and increasing responsibility at all levels of administration. The major objective was to strengthen the local government authorities and implement a good governance procedure which incorporates responsiveness, transparency democracy and public participation so as to boost up provision of services to the entire society (URT, 2006).

## **2.0 Statement of the Problem**

According to Mukandala (1998) Tanzania has taken many initiatives to improve local government performance. Some of them are the Structural Adjustment Programmes (SAP) and Local Government Reforms Programme (LGRP). All these were aimed at transferring duties and financial resources from central government to local government levels.

Unfortunately the implementation of local government programmes in Tanzania failed to some various factors. Kopoka (2005) argued that among the factors for failure of local government include inadequate transfer of power from central government to local government, frequent change of local government failure of servant and district council's managers to be accountable to the ministries. According to Shauri (2001), there is lack of vision, commitment in decentralisation and devolution, disproportion in distribution of financial resources as well as

inadequate capacity. Moreover, there is a problem in identifying personal factors that hinder public servants in Local Government to improve social services at the grass root. Public servants in LGAs are influenced by the decentralization system of government which can be included in power relation among the central government, district council and political influence.

Hence, the central theme in decentralization is the difference between hierarchies based on authority i.e. two players in an unequal-power relationship and an interface or a lateral relationship between two players of roughly equal power (FAO, 1997). It can also be identified as illiteracy among political post and public servants. Inadequate facilities and multiparty forces sometimes interrupt civil servants decisions frequently.

### **3.0 Literature Review**

#### **3.1 Decentralization**

Decentralization implies the dispersing of decision-making on governance which results to be closer to the people or citizens. It includes the dispersal of administration or governance in sectors or areas like engineering, management science, political science, political economy, sociology and economics (FAO, 1997).

Therefore, the more decentralized system is, the more it relies on lateral relationships and thus less relies on command or force. The transfer of responsibility considers planning, management, resource raising and allocation from the central government to field units of central government, ministries or agencies. Other units or level of government include semi-autonomous public authorities or corporations, area-wide regional or functional authorities, or again organizations of the private and voluntary sector (Rondinelli, 1981). Decentralization reforms focus on the

relationships between three major sectors of governance namely, the public sector, the private sector, and the voluntary sector; and within the public sector, the decentralization focuses on the structure and processes of decision making and on resource and responsibility allocation among different levels of government (FAO, 1997).

### **3.2 Central Government**

The central government is all about the units of the public administration that are hierarchically dependent on the cabinet and on the ministers in charge of the different sections of the central administration. These units may be located at the headquarters of the central government or in different parts of the territory having different responsibilities and depending on whether they are operating at regional, provincial, district or at a lower level (FAO, 1997).

### **3.3 Local Government**

Local administration can be used to refer to the administrative set-up from district level to village level. The term covers administrators answerable to both central government and the semi-independent elected district and village councils (Seppälä, 1998).

Furthermore, URT describes Rural Authorities that are commonly known as District Councils of the second category. All Local Government Authorities are mandated to play two main functions of administration, law and order as well as economic and development planning in their respective areas of jurisdiction. Local Government Service Commission (LGSC) has the responsibility for Personnel Administration and Management in Local Government Authorities (URT, 2004).

### **3.4 Deconcentration**

Deconcentration assigns specific functions and tasks performed by the staff of the headquarters of central administrations to staff posted in peripheral locations within the national territory. Staff, equipment, vehicles, and budgetary resources are transferred to units such as regional and district offices. The managers of these units are given the authority for autonomous decision making regarding the operations which were previously taken at headquarters or needed for clearance from headquarters (FAO, 1997).

### **3.5 Delegation**

The responsibility and resources for implementing specific tasks and delivering certain services are transferred to a public agency, a state enterprise, a private enterprise or an NGO under a contract that may provide some autonomy in interpreting the tasks assigned under the contract. In this case, decentralization takes the form of delegation (FAO, 1997).

### **3.5 Devolution**

Devolution implies changes in the political and fiscal dimensions of government. Local Governments to which authority and resources are devolved acquire the power of autonomous initiative and decision making with respect to setting their own policies and strategies, rules, goals and objectives within the domain assigned to them. Effective devolution requires central governments to respect diversity of priorities and strategies (FAO, 1997).

### **3.6 Failure of Decentralization in Some of African Countries**

Due to a preoccupation with nation building, integration and economic development, Local Governments were either abolished or systematically undermined after many African countries gained their independence. For instance, in Swaziland the central government emphasized

controlling rather than regulating urban Local Governments by recruiting staff members and controlling the budget and finances of the councils. Cases of central government interference in Local Government activities are also widespread (URT, 2004).

In Zambia the ruling party cadres have allocated plots in illegal settlements with apparent impunity when they have no power to do so, and efforts by some council to demolish these structures have been met with fierce resistance from politicians who draw political support and constituencies from illegal settlers and party cadres. Local authorities rely heavily on funds from the central government. They also tend to lack financial management and organizational skills (URT, 2005).

#### **4.0 Methodology**

##### **4.1 The Area of the Study**

This study was conducted at Bariadi district in Shinyanga region. Bariadi district is one of the following eight (8) districts of Shinyanga region namely Shinyanga Municipal, Shinyanga rural, Kahama, Meatu, Bukombe, Bariadi, Maswa and Kishapu.

Geographically, the district is located between latitudes 2 15° and 3 100° south of the Equator and Longitude 33 40° to 35 10° east of the Greenwich line. the District is bordered by Kwimba and Magu districts (Mwanza Region) in the West, Bunda and Serengeti Districts (Mara Region) in the north, Ngorongoro district (Arusha Region) in the East, Maswa and Meatu Districts (Shinyanga Region) in the South. The district is embraced by four (4) divisions namely Ntuzu, Dutwa, Itilima and Kanadi; there are twenty six (26) wards and one hundred twenty six (126) villages which constitute the area of 9,445.7 km of the district (Medium Term Plan and Budget for Bariadi District Council 2007 / 2008 to 2009 / 2010).

#### **Table 1: Population Censuses 1988, 2002 and 2008 Projection**

1988 Census			2002 Census			2008 Projection			Total
Male	Female	Total	Male	Female	Total	Male	Female	Total	% of Region
180,239	200,379	380,618	285,470	318,134	603,604	346,867	386,556	733,423	21.6

**Source:** Bariadi District Socio-Economic Profile 2009

#### 4.2 Sampling size and Sampling Procedure

This is the case study research based on Local Government, specifically at village government authorities. The preparation of the proposal should be highly considering a representative sample size; it is important regardless of the size of populations. What needs to be considered is whether the proper sampling procedure has been followed and whether criteria have been used in sample size determination i.e. the required level of precision, the level of detail in the proposed analysis and resources available (Veal, 1997).

The key respondents selected as representative's sample for this research were the Village Executive Officers; other respondents included community and village council members, councillors and heads of departments in the district council.

First of all, the multistage sampling was used to sample wards which were included in this study and simple random sampling was used to select four (4) wards among all the twenty six (26) existing wards in Bariadi district

#### **Table 2: Sample Distribution of Respondents.**

Unit of Enquiry	Village Executive Officers	Heads of department in the District Council	Community Members		Councillors From District Standing Committees				Village Council Members		Total
			M	F	1	2	3	4	M	F	
LGA											
1	15	12	12	12	1	1	1	1	30	20	105

**Source:** Field Survey data 2010.

## 5.0 Data Types and Sources

### 5.1 Primary Data

The application of interviews and questionnaires in this study assisted to compare information on factors that are affecting low performance on public servants at local level. The structured and unstructured interviews critically helped the investigator in getting detailed findings. These techniques were used to collect data through self administered questionnaires to save time instantly and the process of interviews was administered in the field area.

### 5.2 Secondary Data

The documentary source of data and information were applied to speculate facts from the official reports, books, research papers, internet and journals in the same field.

### 5.3 Data Collection instruments

The data was collected from both primary and secondary sources of information to explore factors that influence low performance among public servants in local authorities. The collection of data congregated information from heads of department, councillors and VEOs together with community and village council members at those different levels of authority. The research discovery was taken through using documentary methods, questionnaires, focus group discussions and interview methods.

#### **5.4 Interviews**

An interview is a face to face primary source of data collection which aims at providing raw information in a field area. It is a method of data collection which helps to probe on the parts in which the respondents do not have well described and clear information. It also helps to get information when some of the respondents are not able to read and write. An interview is particularly useful for getting the data on participant behind participants experiences.

#### **5.5 Questionnaire:**

A questionnaire is a research method consisting of a series of questions and other prompts for the purpose of gathering data from the study area (Oulu, 2002). It can be done by sending or posting a list of questions to the respondents to save time. He additionally argues that, the respondent can fill the questions in the researcher's presence or the researcher can hand the questionnaire to the respondents but it is not necessary to wait for it to be filled (Jamal *et al*, 2008).

#### **5.6 Interviewer Administered Questionnaire**

The structured interview was applied to secure information from the village government; the processes facilitated and spelled out information through using interview guide technique. The respondents included are VEOs and Councillors in the provision of primary findings from their respective working area. The step gave ample time for correcting errors during the interview process.

#### **5.7 Self Administered Questionnaire**

Self administered questionnaire were used in data collection only for the heads of department found at district level of authority. This technique was used to collect data by using self administered questionnaire in order to save time. The researchers used structured questionnaire

for both open and closed ended questions. The open-ended questionnaires were intended to give interviewer an occasion to express their views so as to increase the level of interaction between researcher and respondent. The major concern of the data collected relate to the delegation of power and authority to the village councils, the personal and government constraints, and how politics and multiparty systems interrupt the right decision of the public servants at all level of authority; then strategies on overcoming the challenges were revealed.

### **5.8 Focus Group Discussion (FGD)**

The focus group discussion method was done to probe sensitive issues related to government's system and political matters. The processes based at village level of authority which was the probability of two groups that have been considered; these were community and village council members. This method assisted the researcher to search out data from the village government by using a cheque list guide. Stewart *et al* (1990) insisted that, FGD should not be as large as to be unwieldy or to preclude adequate participation by most members nor should it be so small.

The selected villages of Sanungu and Imalilo made available twenty six (26) communities and fifty (50) village council members for the discussions. The first twenty five (25) village council members were divided into five (5) groups by means of five (5) respondents per each village to secure the required information. Nevertheless, the community focus groups comprised of six (6) discussants in one village which has been divided into two groups per village. This process supplemented all sensitive issues speculated from other sources of data collection.

### **5.9 In-Depth Interview**

The in-depth interview was done to find out the impediments which affect public servants in their work. This was found to be an important tool to go deeply on hidden factors which result to low performance among government servants in providing social services to community. However, there were no special phenomena observed.

## 6.0 Results and Discussion

**Table 3: Characteristics of Respondents in five (5) categories**

Characteristics	Category of respondents in % age						
	HoDs	C	VEOs	Sanungu		Imalilo	
				VCM	CM	VCM	CM
<b>Sex:</b>							
- Male	100	75	33	51.9	58.3	57.1	50
- Female	-	25	67	48.1	41.7	37.9	41.7
<b>Age:</b>							
- 25 - 29	-	-	47	-	-	-	42.9
- 30 - 35	-	-	-	-	-	-	-
- 36 - 40	-	50	33	48.1	41.7	44.4	-
- 41 - 45	50	-	-	-	-	-	-
- 46 and above	-	-	20	-	-	-	-
<b>Marital status:</b>							
- Single	-	-	-	-	-	2	-
- Married	100	75	99	96.3	91.7	88.9	85.7
- Separated	-	25	1	1	1	-	2
<b>Education level</b>							
- Primary	-	75	20	99	83.3	92	92.9
- Secondary	-	25	80	1	-	2	-
- College	100	-	-	-	-	1	-
<b>Professional</b>	100	-	-	-	-	1	-

**Source:** Field Survey data 2010.

**HoD's** = Heads of Departments, **VCM** = Village Council Members, **C** = Councilor

**VEO's** = Village Executive Officers, **CM** = Community Members.

According to Table 3 above, the findings indicate that twelve (12) heads of department interviewed with male sex represented hundred percent (100%) of the total proportion of all respondents. Apart from that, their duration at work ranged from two point five (2.5) years up to thirty (30) years of working experience. The servants were equivalent to a hundred percent (100%) qualified as professional government servants.

Regarding their professionals and full autonomy, the heads of department have been divided into three district council standing committees to ensure that sector standards were attained (URT, 2004). These committees based on economy, works and environment, education health and water as well as finance, planning and administration.

Moreover, most of the heads of departments were young and energetic having an experience of two point five (2.5) to thirty (30) years of work. In other words, the departments were led by the qualified professional government servants. This was proved from performance and directives of the subordinates as it is presented in the results above.

Therefore, district councilors are ensured with an effective use of a decentralized power of planning, implementing and effectively supporting village councils depending also on experienced and qualified personnel from the top management.

Councilors are representatives of community in villages, wards and the district council meetings.

The selected four (4) representative councilors obtained from the district council standing committee were male who represented seventy five percent (75%) of respondents which is equivalent to three (3) people and female represented twenty five percent (25 %) equivalent to one (1) respondent. Basing on age, fifty percent (50 %) of councilors equivalent to two (2) people ranging between thirty six (36) to forty six (46) years old while the remaining fifty percent (50 %) of councilors have forty seven (47) years and above.

Basing on education level, seventy five percent (75 %) of the councilors which is equivalent to three (3) respondents attained standard seven (VII) certificate and twenty five percent (25 %) relating to one respondent attained Advanced Certificate of Secondary Education (ACSS).

Although the selected sample of councilors was peaked randomly, the researcher discovered that majority of employers i.e. councilors are poorly educated. Therefore, the trend in the table above indicates that most of them are primary school leavers.

This phenomenon, therefore, leads into poor decisions of what have been planned by heads of departments and violation of criteria for sub projects allocation. One of the vivid examples was “DANIDA which pulled out its project in Mwanza and withdrew a contribution of Tsh. 200

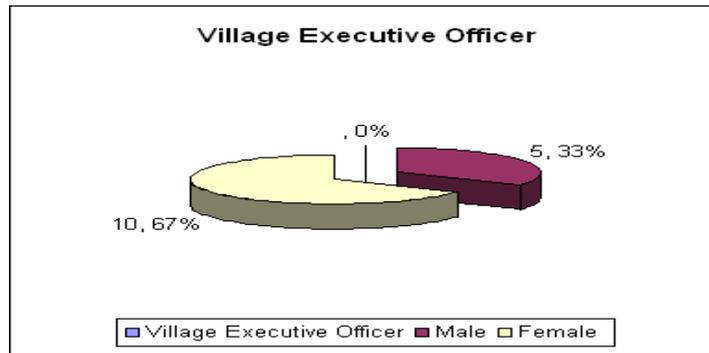
million earmarked for the projects because of councilor's poor decision and interference (REPOA, 2003).

The same case occurred in Bariadi district whereby councilors came into personal decision of high resistance in implementing development activities such as vaccination campaign, militia training exercises and community contribution in secondary schools which were initiated for later becoming councilors (Field Survey Data 2010). Such kind of decisions was due to illiteracy, selfishness and political interference.

In addition, Seppälä (1998) argues on the same incidence that, councilors tended to be people with wisdom accumulated through age and local experience rather than those with administrative expertise; the fact which contributes to wrong decision and can also be used as a rubber stamp. The four (4) interviewed councilors had the experience of five (5) to fifteen (15) years in politics. This specifies the extent to which councilors are familiar with VEOs in terms of work obstacles and performance. The experience of politics is indicated that the researcher was expecting the councilors' experience to be beneficial after considering the difficult working environment of VEOs such as unavailability of offices, lack of budget allocation to the villages, inadequate provision of salary and other benefits which are actually the rights of the employees. Rather, the councilors' experience seems to be not a *helpful step to disclose ambiguities* facing VEOs. Thus, their experiences were not affiliated with VEOs performance since VEO's were poorly budgeted on operation fund and on training basis which results to of poor performance at work. Here under were the councilor's experiences:

This study also aimed at finding out personal and institutional factors that make low performance among Village Executive Officers in social service provision. Among the fifteen (15) respondents who were interviewed, ten respondents out of fifteen (10/15) equivalent to sixty seven percent (67 %) were female while five respondents out of fifteen (5/15) correspond to

thirty three percent (33 %) were male. As a result, the reality in figure 1 below indicates that, the government has deliberate efforts of considering gender issue and ensuring that both female and male have equal chance in social services provision.



**Figure 1:** Sex of Village Executive Officers

The results show that two (2) VEOs who were interviewed and corresponding to fourteen percent (14 %) were standard seven leavers. Only one (1) respondent having the proportion of six percent (6) was a standard (VIII) leaver while the remaining twelve (12) respondents who were interviewed and equivalent to eighty percent (80 %) had only ordinary levels.

The most interesting issue discovered was that, the whole fifteen (15) VEOs were found to be *none professional government servants*. This identification was quite different from other sectors at district level. It is observed as an obstacle since the plans, strategies and implementation of different activities from the government and other stakeholders of development were integrated from grass root of authority (i.e. village).

Considering the village organization structures, VEO is a functional manager, coordinator or administrator of other extension workers found in the village. He or she is the key person who reports to the (DED) all development activities as well all security matters to the (DC) office. With these little vivid examples, one could understand the extent to which the position is

important to be strengthened thus; VEOs need skills and knowledge to coordinate those activities for the better results.

**Table 4: Personal Constraints Affecting Public Servants**

Variable	Respondents %		
	Heads of departments in standing committee		
	Economic, Works and Environment n = 4	Education, Health and Water n = 5	Finance, Planning & Administration n = 3
None	25	20	-
High illiterate rate among community	66	20	-
Unprofessional government actors	-	-	67
Lack of cooperation among local leaders	25	40	-
Lack of transport	-	20	-
Open documents treated as confidential	-	20	33.3

**Source:** Field Survey data 2010

### 6.1 Government Constraints Affecting Public Servants

District council was an axis of the functional activities done in the villages. Nevertheless, the findings confirm that the district council operates with poor preparation of trained personnel, inadequate working environment and lack of operation fund to the village authority. This might have a significant negative impact on the whole system of the government operation at village level with the effects to the district in particular and the nation at large.

According to the findings, among twelve respondents (12) equal to a hundred percent (100%), 88% stated that there is unavailability of office facilities and transport. Thereafter, it was illustrated by a hundred percent (100%) that poor rural infrastructure presents low capacity of

government on training sponsorship and lack of special managerial meeting in which VEOs are included. This was pointed out by hundred percent (100%) of the respondents. The researcher noted that the government constructed offices at various levels of authority, i.e. at the district level, region and ministries by using the budgeted funds. The constructed offices associated with provision of all necessary respectable facilities. The provision of offices, equipments, transport and funds ended up to the district level with effective delegation of power and authority. This was also stated according to Deconcentration that staff, equipment, vehicles, and budgetary resources should be transferred to units such as regional and district offices (FAO, 1997).

Unfortunately, what is amazing enough is when the system changing abruptly from the ward to villages where people are requested to construct their own offices with negligible contribution of finishing materials from the district council or central government. The study observed that three (3) village offices in Kilulu, Ng'wang'wali and Sanungu are in progress of construction. Apart from other constraints such as political interferences and poverty the community participation was good in projects but the village office was observed as not having a priority in community projects.

The researcher asked such questions like “Why the government leaves construction of village office to the poor community instead of doing it by itself? Why other workers or communities at the district, regional or Ministries levels are not contributing to the construction of their offices but the only poor community did. The statistics obtained indicates that out of fifteen (15) villages surveyed, only seven (7) had offices owned by the village government while the remaining eight (8) offices, the ownership were divided into three; (2) offices were owned by the ruling political party (i.e. CCM), one (1) office has been identified as a religious property and the four (4) were owned by the cooperative society and the remaining one (1) office was at a primary school. The

system should look again on poor income of the people and the quality of government office to be constructed by people themselves without proper assistance (Field Survey data 2010).

The researchers looked at the priority given to the high managerial position and other leaders when the construction of residential houses is highly implemented by the government different from that given to the low level of administration particularly at the village level.

Based on the observation one of the current phenomena is a construction of two (2) residential houses for governors of BOT. The Controller and Auditor General (CAG) (2010) argued and accepted the construction of residential houses for assistance, deputy governor for Bank of Tanzania (BoT) which cost Tanzanians shillings three billion (3,000,000,000.00). This incidence was noted by the researchers to substantiate how the government considers the construction of residential houses for top managerial positions at any cost and ignore the low level of administration especially at village authority. The two posts (i.e. governor and VEOs) differ but the cost could be minimized to afford both. For instance in simple mathematics; if the government could top up the same amount in one district (e.g. Bariadi); one hundred eighty six (186) villages could be disbursed by the government not less than sixteen million one hundred and twenty nine thousand and thirty two (16,129,032.00) to support the construction of one hundred eighty six (186) residential houses. It could be much better for the government to solve that problem even to the low level of administration so as to support community contribution, motivate VEOs towards safe and attractive living place (Nipashe, 2010).

The collected data revealed that, the district council had poor planning for VEOs training. This became truth from the information provided by fifteen (15) discussants interviewed during the study. Referring to table 4, no VEO interviewed attended training although there are employees with seventeen (17) years of experience at work; all of them were found to be untrained personnel.

Worse enough, district councils have no special managerial meeting with VEOs to present challenges attained at work. For instance, every month there is one (1) meeting of Council Management Team, One (1) Full Council and four (4) standing committees; all of those VEOs were not involved except in full council when all stakeholders of development are allowed to attend. Most likely, these were also obstacles to social services provision under the reason that, when VEOs face ambiguities, alternatively, the problem could be presented through reports. On the other way round, the meeting and discussion, sharing experience and ideas could be a right way to embark upon the problem.

The study was not aiming at demoralizing spirit of involvement, contribution and participation. Nevertheless, the reality remains that this was supposed to be a typical government responsibility and the community could have been involved on other projects prioritized by them. Communities were now trying to contribute the construction of village offices by force or friction quite differently from other projects. These findings have substantiated seriousness of the problem existing in Tanzania mainland and Zanzibar. Various researches predict poor performance of VEOs in social services. By Shehia we mean, a village while Sheha refers to VEO. For a clear identification, detailed obstacles are given in Table 5.

**Table 5: Factors Affecting Public Servants**

Factors	Villages %	
	Sanungu n = 25	Imalilo n = 20
Lack of professional training and seminar	23	11.5
Unavailability of residential houses in the village	42.3	80.7
Lack of or poor office facilities	92.3	96.1
Lack of transport, operation fund & allowance to village leaders	87.7	61.3
Too much VEO responsibility	23	7.6

Threats and regular termination of work to VEOs	7.6	3.8
Lack of village attendance in support of clerical work	23	11.5
Too much projects contribution at a time	11.5	-
Poor attendance in office working hours	15.3	7.6
VEO interference from politicians, “Dagashida” and “Sungusungu” leaders	7.6	19.2

**Source:** Field Survey data 2010

**Table 6: Factors Affecting Public Servants**

Factors	Villages %	
	Sanungu N = 14	Imalilo n = 12
Unavailability and unfinished village offices and residential houses	46	80.7
Lack of village operation funds and allowances	34.5	34.6
Unrecognized work and absence of personal assistance	7.6	11.5
VEOs are not professional government employees	7.6	3.8
Poor income and lack of cooperation from community members	15.2	30
Large size of the village	3.8	11.5
Threats and administrative interference by ‘Sungusungu’ and ‘Dagashida’ leaders	19.1	38.3
Unavailability of transport and poor attendance in village offices	38.3	46.1

**Source:** Field Survey data 2010

The discussion made based on the findings from two villages which were divided into five (5) groups to get intensive insight of group discussion from the (VCM) of Sanungu and Imalilo villages. The expected respondents were twenty five (25) for each village and provided answers related to their number at Sanungu village. Other twenty (20) respondents were obtained at Imalilo village. Five (5) interviewers at Imalilo did not attend due to not getting prior information while other five groups responded to the invitation.

One of the remarkable obstacles observed were the unavailability of office facilities and residential houses in the villages. This was proved by sixty percent (60%) of respondents from

the group three (3). Another hindrance revealed related to lack of training and seminars to village leaders. This view was expressed by sixty percent (60%) of respondents pointed by the respondents in group three (3). Lastly, but not least eighty percent (80%) of respondents observed that, there were incidences of temporary termination of work to VEOs.

The absence of office facilities and residential houses was among other obstacles remarked at Sanungu and Imalilo villages. The same case was observed in the remaining villages in the district. VEOs were supposed to be trained personnel, but they become weak and poor performers because of poor preparation in terms of skills, knowledge and unavailability of office and its necessary facilities.

Village government offices are the former government authorities which were close to the people for day to day running activities. The delegation of power uplifted villages to have decision and prioritize their problems, but the government could forecast deeply and strengthen village governments socially and materially so as to overcome personal and institutional obstacles at that level of authority. The (FGD) pointed the issue of bribery commitment which was not mentioned easily by other respondents at individual level. Bribery indicates that there is injustice in social activities.

## **6.2 Political Aspects Interfering Local Government Decision**

It was revealed by thirty four percent (34%) equivalent to fourteen (14) respondents that community perspectives of Sanungu village display a point of political interference. The same answer was confirmed at Imalilo village by thirty four percent (34%) corresponding to twelve (12) respondents who were interviewed. The twenty five (25) Village council members of Sanungu and twenty (20) members at Imalilo argued that VEOs have been treated as ruling party

cadres. Because of that hidden system, people with different ideology resisted in attaining development work such as militia training exercise, vaccination campaigns and the continuation of mixed farming of cotton and maize in one plot of farm.

The government avoided several times mixed farming of cotton and maize but the exercise failed due to opposition made by politicians. Table 7 below indicates area of political interference.

**Table 7: Political Aspects Interfering Local Government Decision**

Factors	Villages %	
	Sanungu N = 14	Imalilo n = 12
Politician opposition, vaccination and 'Mgambo' training exercise	19.1	3.8
Politician permit mixed with farming of cotton & maize	11.5	7.6
None	3.8	7.6
Politicians treat VEOs as ruling party cadres, hence resistance	34.3	34.2
VEOs threatened by councilors to be transferred or terminated of work	3.8	7.6

**Source:** Field Survey data 2010

The government restricted the community about mixed farming of cotton and maize in the district. Data collected indicate that eight out of twelve (8/12) respondents corresponding to 75% pointed out such a violence at Imalilo village.

Extension workers have been working seriously together with VEOs on creating awareness about mix cultivation of cotton and maize effects. Even though people were informed about that; councilors with underground movement permit the farming of cotton and maize under the reason behind that, they have been applying the same techniques (mixing cultivation) for past years yet the results are good Under that condition which was planted to the community, it becomes currently difficult for VEOs to react or penalize unless otherwise he/she will be in trouble by competing with councilors and the community at a time.

The collected data revealed that this was not the responsibility of VEOs but the government was supposed to intervene through awareness creation of people about effects of cotton in the farm, insecticides and the effective application of laws for those who violate norms.

### **6.3 Action Taken By the Government to Solve Challenges**

One of the important points taken into consideration was the action made deliberately by the government to solve issues raised by the VEOs. These were paramount parts in ensuring proper and attained social services. The data presented in this study revealed that, sixty percent (60%) equivalent to fifteen (15) respondents mentioned all challenges related to low performance of social services among VEO and said that they have not yet been solved by the district council or central government.

The researcher has been interested to see the challenges which were expected to be solved by the district council; these included the provision of transport and office facilities, construction of decent offices and residential houses, promotion, training, increasing of remuneration, provision of confirmation and other related fringe benefits for government employees at the village level. Those findings were proved by the heads of departments, councilor, village council members and community members. Hence, no solutions were made by the government in relation to the above mentioned obstacles.

### **6.4 Strategies to Improve Social Services Provision in Local Communities**

Heads of department strongly recommend solving the existing challenges since they are factors affecting low performance among public servants in social services provision.

Among other strategies, seventy percent (70%) equivalent to the sample of seven (7) respondents suggested that district council should provide office facilities while ninety two

percent (92%) corresponding to eight (8) respondents proposed the upgrading servant on professional course. The prior preparations of social and material order were observed to be important for social services attaining. The prior preparation should include office, staff quarters, office facilities and training.

The increase of village budget, construction of office and staff quarters was expected to bring changes in daily office operations. When respondents were asked about the construction of office, they strongly recommended by eighty percent (80%) devoting on increasing village budget up to twenty percent (20%) and boosting up the construction of village offices. This process will attract VEOs to live at working station because of assurance of security, they said.

## **7.0 Conclusion and Recommendations**

The study has identified personal factors that hinder public servants in Local Government for improving social services provision at grass root.

The study is winding up that, low performance of VEOs is caused by lack of training as a result of difficulties to have high quality of performance when someone has no relevant skills related to work. Skills make people competent and self sufficient in decision. Lack of skills is caused by not only shortage of long trainings courses but also by the absence of refresher courses, regular seminars and workshops to exchange ideas. This makes most of VEOs if not all, be outdated with global current issues.

Based on the study findings, the researchers recommend the governments, especially in African perspectives and Third World in general to be responsible for preparing village offices with all necessary facilities such as training and recruit qualified personnel as well as using effectively the delegated powers to avoid political intrusion. Further, creation of community awareness should be done in village assemblies by district leaders with special programmes of sensitization

about development programmes and participation, separation of political propaganda against government procedures and implementation.



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