

Splintered Recruitment and Selection Activities in Local Governments in Tanzania

Jesca Mongi

Assistant Lecturer (Human Resource Management) Mzumbe University, Mbeya Campus College, P O Box 6559 Mbeya, Tanzania

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Abstract- Recruitment and selection as one of the human resource management function in the public service in Tanzania takes place in the context of varied public service actors mandated by the number of constitutional and legal instruments. These instruments create the diverse resourcing institutions with rights, duties and functions related to recruitment and selection. It is argued that employee acquisition function in local government authorities in Tanzania does not function against devolution. The function is splintered across the public service institutions including the local government authorities [LGAs]. The subsidiarity and holistic principles including the decentralization by devolution (D by D) policy approach in the delivery of services at grass roots levels necessitate the human resource management functions and activities to be conducted and shared (specifically splintered) harmoniously amongst various government agencies and personnel.

I. INTRODUCTION

Employee acquisition in local government authorities in Tanzania has always been centrally managed, administered and controlled. Over the years, the function was directly managed and controlled first by the central government ministries responsible for manpower allocation and professionalized works or fields. Second, employee resourcing was conducted by the centralised employment agencies or departments established by both the ministry responsible for human capital development and the ministry responsible for local governments including the establishment of the grassroots employment/recruitment boards and appointments committees responsible for resourcing of the specified types of staff categories in respective local government authorities.

Third, the employee acquisition was further (re-)centralized. With the creation of the public employment agency which resulted into the partial marginalization of the local government authorities employee resourcing functions to executing the overall employment planning and creating the proper employment environment climate for the residents in the specific local government authority. It is indeed, the overall jurisdiction of employee resourcing in the public service rests with the central agency called the Public Service Recruitment Secretariat (PSRS) whereas the Tanzania Employment Service Agency (TAESA) is mandated with the function of managing the employment climate in both the public and private sectors.

II. CONSTITUTIONAL AND LEGAL FOUNDATIONS

This section provides and outlines the human resource management function in Tanzania in the backing of the Constitution, laws and policies as the foundation of recruitment and selection practices in the Tanzanian public service. Human resource management function in the Tanzanian public service is highly centralized. It is the Constitution of the United Republic of Tanzania of 1977 which vests all management and human resource management functions in the public service to the President of the United Republic. He can execute all functions by himself particularly to senior positions within the public service. At the same time the Constitution mandates him to delegate to the public officers and the public service institutions to carrying out the human resource work on his behalf as stipulated under Article 35 of the Constitution. This human resource provision is stated both in Articles 35 and 36 of the Constitution; and in Article 79 of the Proposed Constitution (Tanzania, 2005 and Tanzania, 2015). The Articles provide for the legislature namely the National Assembly to enact human resource management laws for the effective management of human resource within the public service. However the performance of other institutions in the public service shall not bar the President from executing the personnel work which mandated him to perform by the Constitution.

Surprisingly, the Constitution gives the powers of executing the human resource functions including recruitment and selection to service commissions. The establishment of the Public Service Recruitment Secretariat (PSRS) in 2007) contradicts Article 36(3) of the Constitution.

The Public Service (Amendments) Act (Number 18) of 2007 stripped off the constitutional powers of the service commissions to perform the human resource management functions and it created legally but unconstitutionally the Public Service Recruitment Secretariat in their stead.

It was envisioned that the vision of the public service reforms in Tanzania was to have a smaller, affordable, well compensated, efficient and effectively performing public service. One of the methods to achieving this vision is to control and manage recruitment and selection from the centre rather than devolving the function to sub national entities. It is stated that there is '... (T)he restoration of control over employment levels through tighter recruitment policies and controls...' (Halfani, 1998:58). On the other hand, the Public Service Act (Tanzania, 2002) provides that the main authority in managing human resource and administration of the service rests with the Chief Secretary.

Section 4 of the Act gives specified powers to the Chief Secretary to manage the whole of the service, implement and coordinate the human resource functions specifically confirmation of staff, training and development, performance management, manpower control and monitoring, and employee relations. It is also provided in section 8(2) that the Chief Secretary shall be assisted by the Permanent Secretary (Establishments) who shall be the main formulator, custodian, promulgator, enabler, monitor and evaluator of all major human resource laws (soft and hard), policies, schemes, regulations and procedures in the public service. Furthermore, the Permanent Secretary (Establishments) has been empowered with other management related functions namely personnel research and management issues related to remuneration, job analysis, evaluation and design including the implementation of organization development issues in the public service as outlined in section 8(3) of the Act.

The human resource management functions are further provided and explained under section 21 of the Act. It states that the President may delegate and authorize any public officer to perform the functions. The delegation cum authorization of such functions does not preclude him from doing the same or similar management and human resource management functions simultaneously and concurrently.

III. RECRUITMENT AND SELECTION FUNCTION IN THE PUBLIC SERVICE

A decade after the independence of Tanganyika (1961 – 1963) and later the newly united Tanzania (after 1964) the public service in the country had experienced her ‘golden era’ in terms of its quality and observation of the traditional Weberian principles of managing organizations. Lumbanga (1995) and Baguma (1992), Kumburu (2009) hailed that the Service had attained the positive achievements in terms of the profession and career development within the public sector. However, Blunt and Popoola (1985) and Oyugi (1990) state that public services in Africa have been influenced by colonialism particularly at independence. The traditional systems of administration were undermined and any remnants of them were substantially disorganized through the introduction of the new forms of organizations and relationships namely the Weberian or the western type of organisation. The public service organizations had developed some professional loyalties, emphasized on rational values, tendency to adhere to formal rules, routines and procedures and it had the law and order orientation which enforced uniformity and consistency across the public service without considering the regional, geographical and tribal variations across the country. It is argued, on the contrary, that ‘public services in Africa have

performed poorly in terms of systems maintenance and transformation’ (Oyugi, 1990: 70).

In some cases the colonial public service in Tanganyika had the very different picture. The administration was hostile so as the performance of human resource activities. For instance, Swai (1980) stated that every white person in the German colonial Tanganyika had with a whip in his office in order to discipline black imperial civil servants. Recruitment and selection function was carried out under what was called the forced labour (Mbonile, 1996).

Tanzanian public service in the past four decades is claimed to have no clear policies and procedures for recruitment and selection (Kumburu, 2009; Egbert et al, 2009; Mcha, 2012 and Mwasha, 2013). The country inherited the public administrative system from the British colonial government in 1961. After independence in 1961 Tanganyika public service administration was managed by the issuance of administrative orders, circulars and directives. The instruments were issued by the technical ministry responsible for manpower administration and development. The Permanent Secretary (Establishments) issued different instruments to all public service institutions regarding human resource management activities and procedures including on recruitment and selection when the need to do so arises.

Prior to 1980 Tanganyika (later Tanzania) had experienced the critical shortage of human resource to man various positions in the public service. At independence the actual number of national civil servants was inadequate in terms of quantity (number) and quality of staff. Milanzi (1993) cited Pratt (1976) that Tanganyika at independence had only 299 civil servants holding various administrative positions. He stated that only seven of these were Tanganyikans. The public service fell short of (skilled) public servants almost in every department of the Government. It was also found out that the shortage of human resource was felt in both the public and private sectors in Tanganyika (from December 1961 to 1963) and in Tanzania (from April 1964 to 1980).

The critical shortage of public servants was felt from the German colonial period as well. Table 1 indicates the size of the distribution of civil servants in 1914. Milanzi (2008) states that there were 311 central administration staff employed during the German colonial Tanganyika in 1913. Out of whom there were 51 non Whites employed as civil servants. This was just 16.4 percent of total public employees that were in the service of the German colonial administration in Tanganyika. Table 1 also indicates the distribution of civil servants by occupational category. There were no specific pieces of information which spelt out how the candidates were recruited and selected and what government ministry or department was responsible for hiring the government’s staff.

Table 1 Public servants employed during the German colonial administration in Tanganyika in 1914

Occupational Unit	Whites	Non Whites	% of Non Whites Total	Staff
General administration	23	4	14.8	27
Justice	12	0	0	12

Finance and supplies	39	1	2.5	40
Customs	17	40	70.1	57
Medicine and \Veterinary	21	1	4.5	22
Central police	23	0	0	23
Ports and Public Works	32	0	0	32
Forestry	6	0	0	6
Survey	5	0	0	5
Agriculture and Geology	11	3	21.4	14
District administration	47	0	0	47
Teachers	8	0	0	8
Postal services	16	2	11.1	18
Total	260	51	16.4	311

Source: M.C.Milanzi (2008, page 12); improved from L.H.Gann and P. Duignan (1977) *Rulers of German East Africa 1884 – 1914*, California: Stanford, page 72

It implies that all senior and middle level positions in the service were manned by the non citizens namely the Asians and Europeans (Table 2). From the early and late 1960s the Africanisation (Tanganyikanisation) of the service had significant impact on the size and quality of the service. The ministry responsible for manpower development was then preoccupied with manpower allocation rather than recruitment and selection of candidates. The graduates from institutions of higher education were directly placed and employed from the colleges with the help of the National High Level Manpower Allocation Committee (NHLMAC). The Committee was also empowered to assess human resource needs of the country and to set the human resource priorities for the public service, among other functions.

In the 1980s the separate recruitment and selection institutions were established to assist the President in the ministries, independent departments and government agencies (MDAs) to carry out the designated personnel functions. The created institutions were the Civil Service Commission (CSC), Local Government Service Commission (LGSC), the Standing Committee on Parastatal Organisations (SCOPO) and the Special Committees for Employment (SCoFE) popularly known in Kiswahili as *'Kamati Maalumu ya Uajiri Serikalini'* (KAMUS). In addition, the chief executives of the public owned companies and parastatal organizations were granted some specified powers to recruit and select the middle and lower cadre officers in their respective institutions.

Table 2 Civil servants employment status at independence of Tanganyika by race and profession

Profession	African	Asian	European	Total	% of	
					African	the Total
Architects			0	2	9	11
Civil engineers			1	22	61	84
Mechanical engineers			0	6	46	52
Surveyors			1	1	92	94
Physicians			16	60	105	184
Lawyers			2	11	44	57

Veterinarians	9	1	35	45	2
Geologists	0	0	41	41	0
Zoologists	1	0	11	12	8.3
Total	30	103	447	580	5.2

Source: M.C. Milanzi (1993, page 4) with improvements from C.Pratt (1976) *The Critical Phase in Tanzania 1945 – 1968*, Cambridge: University Press, page 93

This function, recruitment and selection, is the monopoly of the central government since it is the primary and sole function of the President. The President is empowered by the Constitution to perform seven key human resource functions namely organization development, recruitment, selection, placement, promotion, termination and employee relations especially disciplinary issues of the (senior) public servants. These activities are constitutionally delegated to the service commissions and any other officers employed in the public service. The Public Service Act has delegated the President's human resource activities to the Chief Secretary, Permanent Secretary (Establishments) and the Public Service Commission. It was in 2007 when the Public Service Recruitment Secretariat was established, which automatically resulted to the deprivation of the recruitment and selection function formerly performed by Public Service Commission (2002 to 2008), Recruitment Boards from 2000 to 2003, Appointment Committees (from 2000 to 2003) and Employment Boards (from 2003 to 2008) in the LGAs. It was then the PSRS administratively empowered to do the recruitment and selection function in collaboration with other public service institutions (appointing authorities) or departments authorized to support services related to hiring of staff (Tanzania, 2008).

The initial eleven functions of the Public Service Commission (PSC) which were provided in the Act in 2002 - some of the functions were deliberately removed from the list through the amendment legislation including the Schemes and Service Regulations (Tanzania, 2007; 2003a and 2003b). The Commission was remained with the un-implementable, ambiguous, general and possibly conflicting and overlapping functions of assisting and advising the President on various personnel matters excluding hiring ones and included the ambiguous function of overseeing performance of the public service executives and institutions, and calling them to explain their unsatisfactory performance statuses, if happen. It is clearly understood that the Constitution and the Public Service Act insulate the President from picking or not taking any piece of advice from any person or institution. This implies that any piece of advice submitted to the President by the Commission does not compel him to consider or to take such a decision.

There is no obligation imposed to the President to consider any piece of advice or recommendation brought to him by any person or institution. The remaining functions of the Commission do not allow the Commission to do the prior designated human resource functions except to perform some specified quasi judicial decisions resulting from employee relations appeals. The hearing of appeals by the Commission can also be legally performed by the Commission for Mediation and Arbitration (CMA), the Labour Commissioner, labour officers and the labour court. Furthermore

staff councils, workers councils, wage boards, Labour, Economic and Social Council (LESC) and the Labour Court are performing similar or the same administrative and quasi judicial functions they have been mandated to perform by the respective legislation (Tanzania, 2003a; 2004a and b).

IV. RECRUITMENT AND SELECTION IN LGAS

The hiring of staff in the Tanzanian local governments was never considered of any importance compared to the central government considerations for over two decades. The President of the United Republic assisted by the ministry responsible for manpower development and the special committees and persons authorized to carry out the function up to 1982 were preoccupied with manpower allocation (distribution) and the provision of limited recruitment and selection activities mainly to central government units and departments. It was then the ministry responsible for manpower transferred some civil servants to work in local government authorities. The transferred or seconded staff had options to remain in their new service or serve for some time before they were then returned to their former service. This situation changed when in early 1980s when the local government legislation were re-enacted. The former local government laws were abolished in 1972 in favour of the decentralization programme (deconcentration) which lasted for a decade only (from 1972 to 1982). The new laws practically separated the local government service from the traditional civil service offered by the ministries and the Civil Service Commission. The laws created new institutions responsible for carrying out human resource management functions. The new institutions were the reformed Civil Service Commission (CSC) in 1989, Local Government Service Commission (LGSC) in 1982, SCOPO in late 1970s, the chief executives of the public corporations and the Special Committees for Employment (SCoFE / KAMUS). It was during the same period (decade) the Constitution of the United Republic of Tanzania of 1977 recognized the local government authorities as the creatures of the State by the 1984 constitutional amendments. Article 145(1) of the Constitution creates the local government authorities in Mainland Tanzania.

It was then the Local Government Service Commission (LGSC) actively participated in human resource management functions affecting mainly the top management staff of the councils and the local government institution as a whole till its abolition in 2002. This Commission was replaced by Public Service Commission inasmuch as the Public Service Act, (Number 8) 2002 repealed the Local Government Service Act Number 10 of 1982. Similarly the Civil Service Commission was abolished in 2002. It implied that the Public Service Commission

is the product of merging of the different government service commissions and government's employment agencies including the Civil Service Commission, Local Government Service Commission and SCOPO, among others. It was in January 2009 the designated human resource management functions, which were carried out by the Public Service Commission (PSC) were transferred to the Public Service Recruitment Secretariat (Njovu, 2014; Herman, 2013; Kiwara, 2015 and Mongi, 2015).

The period between 2000 and 2002 the LGSC worked together in the councils with the then Recruitment Boards and Appointments Committees created by the Minister responsible for local governments. The Committees and Boards dealt with category C and B staff respectively whereas the LGSC was responsible for Category A staff hiring and other human resource management services (Tanzania, 2000; 2003a). From 2003 the Employment Boards were established by the Public Service Regulations that finally dissolved the Recruitment Boards and the Appointments Committees in the councils.

V. THE NATURE OF RECRUITMENT AND SELECTION FUNCTION IN LGAS

This section provides the nature of the employee acquisition and resourcing in local government authorities in Tanzania mainland. There is need to avoid the erroneous conclusions previously made on the nature of human resource management set ups and systemic performance in LGAs (Njovu, 2014; Lameck, 2015; Mongi, 2015; Kiwara, 2015 and Kumburu, 2009). For example, Njovu (2014) claimed that the complete recruitment and selection in LGAs in Tanzania collapsed in 2009 when the public service recruitment agency namely the Public Service Recruitment Secretariat [PSRS] was established. However, recruitment and selection in this chapter (article) in LGAs should be looked at two different angles. In the first place it is important to understand the key principles which underpin LGAs' functioning in relation to central agencies. This thinking or angle can assist us to conclude whether the particular function performed by the LGA is re-centralised, decentralized, deconcentrated, delegated or devolved. The proper understanding of central - local relations in this article helps to contextualize recruitment and selection function in LGAs in relation to the mandates provided to them by the Constitution, related policies and legislation. Second, it is important to understand the key D by D principles regarding the provision of services in LGAs within the policy implementation framework of decentralization by devolution (D by D).

The key principles which underpin local governance functioning and change (reform) in relation to central agencies in Tanzania are two. The first principle is called subsidiarity whereas the second one is called holism. The subsidiarity principle in Tanzania refers to '... decentralization of the public service provision linked to devolution of political powers to lower levels as far as possible and feasible...' (Tanzania, 1998: 15). The principle lets the local government authority possess the discretionary powers when carrying out the planning, budgeting, administration and organization of service delivery in their respective areas of jurisdiction. The principle requires a changed central-local relations with the system of local government authorities that administratively is not subordinated to central

government agency system. In other words the principle demands that local government authorities are to be '... allowed to decide and implement all kinds of activities which are not in conflict with higher local government level and which serve general welfare purposes (ibid.: 14).

This definition by the Tanzanian Government outlined in the Policy has some limitations since it is less precise. Endo (1994) advises that subsidiarity must be looked and defined by identifying two distinct concepts namely the negative and the positive concepts. In the negative concept subsidiarity implies the limitation of competences of the higher organization in relation to lower entity. On the other hand, the positive concept refers to the possibility or even the obligation of intervention from the higher organization. The negative concept means that 1) the higher organization cannot intervene if the lower entity can adequately accomplish its aims, or 2) the higher organization should not intervene if the lower entity alone can accomplish its functions, or 3) the higher organization cannot intervene if it is not assigned to perform the functions. On the other hand the positive concept of subsidiarity implies 1) the higher organization can intervene if the lower entity performs inadequately its aims, or 2) the higher organization should intervene if the lower entity alone cannot accomplish its aims, or 3) the higher organization can or/and must intervene if assigned to do so. Hence, the understanding of the principle of subsidiarity in the *Policy Paper on Local Government Reform* does exhaust neither the negative nor the positive concepts described by Endo (1994) since the levels of adequacy and assignment of tasks among entities are not clearly precise. The only explanation which has been shown in the Policy is that local government authorities should not administratively be subordinate to central agencies. Another principle which guides the central – local relations in Tanzania is holism. The local government system in the country is required to observe the holistic principle. The councils' functions must assume and be seen as a whole and thus perform all functions assigned to them in their respective areas of jurisdictions. They have to plan, to budget, to carry out local administration and organization including the delivery of services such as education and health. Furthermore, the councils are to be multi-sectoral, which implies that all institutions delivering services in the council must be accountable to the respective local government authority (Tanzania, 1998). It implies that the LGAs are the highest political authorities within their jurisdictions defined within the national legal and constitutional framework. Thus recruitment and selection function must be looked at in the context of the national legislation and policies which guide the operation of the function.

The second area which this chapter (article) dwells is the decentralization of services in Tanzania. It is the policy option taken by the Government with regard to delivery of services in LGAs This decentralization of services is popularly called the 'decentralisation by devolution' or it is shortened 'D by D.' The implementation of D by D in LGAs means three things: 1) All public services affecting a large number of people should be provided through organs accountable to the LGA in its respective jurisdiction; 2) Certain public services for which local authorities are presently responsible may be delegated to organs (private sector, service boards that are accountable to LGAs; and 3) The

accountability and closely and tight controlled mechanisms for these delegations should be regulated to ensure some uniformity across sectors (Tanzania, 1996;1998).

Evidence of recruitment and selection in LGAs in Tanzania from previous studies

This section provides the evidence of the carrying out of recruitment and selection function in local government authorities in Tanzania. The studies conducted by Herman (2013) and Mongi (2015) in Ilala Municipal Council and Mbeya District Council respectively confirm that human resource management functions are neither centralized nor decentralized. The functions are divided or splintered/sliced between the central agency (that is the PSRS) and respective local government authority. For instance, Herman (2013) conducted the study on the roles played by different agencies during recruitment and selection in Ilala Municipal Council in Dar es Salaam region in Tanzania. He found out that despite the fact that the Government Policy stating that the HRM function be devolved but in practice the activities were splintered between the PSRS and the councils. He had 67 respondents clustered in three categories namely the policy makers (Councilors) who were 14.9 percent, local government employees (79.1 percent) and the council residents (citizens) who represented 6 percent of the respondents. Approximately seventy three percent (73.1) of respondents were females with varied educational qualifications and backgrounds. It was noted that only 4.48 percent of respondents were unaware of the presence of recruitment and selection activities in the Municipality.

Mongi (2015) conducted the qualitative study in Mbeya District Council in Tanzania with regard to the feelings and perceptions of different stakeholders (respondents) particularly to the carrying out the recruitment and selection function in the Council. There were 27 respondents selected in the study characterized with the majority age group between 18 and 49 (85.1 percent) whereas

70.3 percent of the respondents with university/college education qualifications. It was felt that the human resource management functions in general and recruitment and selection function in particular is centrally managed by the Government of Tanzania. The need for centralization was prompted by the Government's intention to eradicate corruption, maladministration, unethical behaviours and mal-HRM practices in the LGAs. It was found out that the Policy intent of devolving powers to the councils promulgated by the reform programmes were partly rescinded.

Sliced or splintered recruitment and selection function

Recruitment and selection function in LGAs in Tanzania is not managed by LGAs alone. The activities underlying recruitment and selection are shared between the central employment agency (PSRS) and the local government authority concerned. It is a splintered function with communication, coordination and close cooperation between the centre and the periphery. Table 3 summarises the phased exchange of tasks and HR activities in respect to recruitment and selection between the council and the PSRS.

Table 3 Splintered recruitment and selection activities performed by the Council

Phase	Recruitment and Selection Activity	Institution Doing the Activity
Pre-recruitment	Preparation of HR plan of the Council	LGA
	Preparation of career plan of the Council	LGA
	Preparation of HR audits	LGA
Recruitment	Preparing the electronic Annual Job Budget by the help of HCMIS - Lawson	LGA
	Making the electronic Job Budget Inquiry (Lawson)	LGA
	HR Requisition	LGA
	Inviting Applications	LGA
	Advertisements	PSRS
	Receiving applications	PSRS
	Shortlisting	PSRS
	Applicant's tracking	LGA

	Applicant's education	LGA

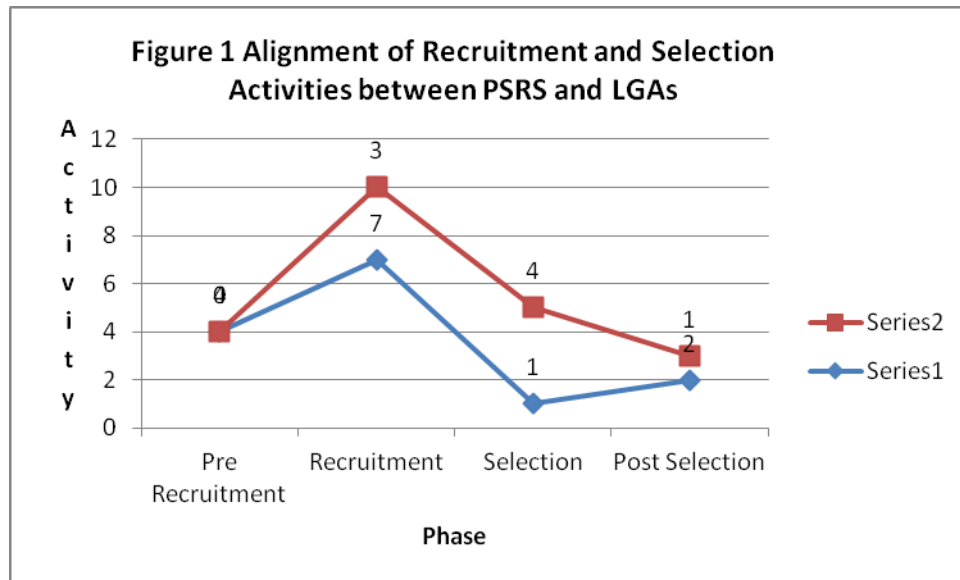
	Applicant's certification	LGA
Selection	Inviting applicants for selection	PSRS
	Conduction selection interviews and tests	PSRS
	Examining the applicants' scores	LGA
	Actual selection	PSRS
	Posting the successful applicants	PSRS
Post selection	Placement	PSRS
	Employment	LGA
	Employee retention, development, relations and termination	LGA

Source: M.C. Milanzi, (2013) Recruitment and selection processes in Public Service Institutions in Tanzania, *Unpublished Report*, Mzumbe University; also cited by Herman (2013: 35)

From the summary presented in Table 3 one can understand that there are 21 activities associated with recruitment and selection performed in and for LGAs. Thirteen activities (61.9 percent) are performed by the council (LGA) whereas thirty eight point one percent of the activities are performed by the Public Service Recruitment Secretariat. It is clear that more than half of recruitment and selection activities in the councils are performed by the councils themselves. The activities are shared between the central government agency and the councils.

Figure 1 shows the pictorial representation of sharing of the activities between the councils and the central employment

agency in Tanzania. It indicates that there is a perfect alignment of activities when performing the recruitment and selection in LGAs. Series 1 data depicts the LGAs doing the recruitment and selection whereas Series 2 data in the Figure indicates the the central employment agency roles and activities. Some researchers and writers judge that the central government has hijacked the devolution in the LGAs and thus the HRM functions have been centralized (Njovu, 2014, Mongi, 2015, Lameck, 2015 and Kiwara, 2015). This allegation does not have the objective basis for such a claim.



Source: M.C. Milanzi, (2013) Recruitment and selection processes in Public Service Institutions in Tanzania, Unpublished Report, Mzumbe University

VI. CONCLUSION

The article confirms that human resource management function in the public service in Tanzania does not rest in one government institution. The execution of the functions is shared among different public service personnel and institutions. With specific reference to recruitment and selection it was observed that the function is shared between the central employment agency and the councils. Furthermore, the historical account of the function shows that the President of the United Republic of Tanzania takes part in undertaking the function particularly top government positions. He is the overall in charge of all HRM functions. The activities of recruitment and selection in LGAs are shared between the central employment agency institution and the individual LGA where the LGAs play the key role (over 60 percent) during recruitment and selection.

Hence, decentralization of the LGAs envisioned by the Government has rested on the two principles outlined and the general need of the Government to delivery services up to the grass roots levels. In some balanced way the Government has substantially devolved recruitment and selection function to local government authorities. The studies cited in this article show that there are no mixed or skeptical reactions pertaining to the splintered nature of executing the function. The balancing is indeed, the way of balancing the central agency intervention at the same time understanding the magnitude of assignment the centre is legally provided to intervene the affairs of the LGAs.

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AUTHORS

First Author – Jesca Mongi, Assistant Lecturer (Human Resource Management) Mzumbe University, Mbeya Campus College, P O Box 6559 Mbeya, Tanzania, Email: jmongi@mzumbe.ac.tz