



UNITED REPUBLIC OF TANZANIA

**President's Office
Regional Administration
and Local Government**

**History of
Local Government
in Tanzania**

Why contemplate the history of Local Government in Tanzania

Tanzania has a long history of Local Government, going back to the pre-colonial days. The purpose of taking cognisance of the history of Local Government in Tanzania is to look at where we came from with the view of improving the present and the future. There are many lessons to learn from the various episodes of the evolution of Local Government in the country. Nevertheless, it can be said that since Independence, the Government has been taking deliberate steps to improve the effectiveness and efficiency of Local Government culminating into the current Local Government Reform Programme.

Defining Local Government

Local Government can be defined as a sub-national, semi-autonomous level government discharging its functions in a specified area within a nation. By definition, Local Governments are the level of government that are closest to the people and therefore responsible for serving the political and material needs of people and communities at a specific local area. Such areas could be a rural setting or an urban setting, a village, a town, a suburb in a city or a city, depending on the size.

Local Governments have both political and economic purposes. Politically, Local Governments being the levels of governments closest to the people, are suitably situated to provide a way for ordinary citizens to have a say in how their communities are governed. Local Governments provide opportunities for democratic participation of citizens in matters that affect them directly. They facilitate closer interaction between citizens and elected representatives.

Economically, Local Governments provide basic services that affect people in their area of jurisdiction. Being close to the people, Local Governments are supposed to know better the needs of the local area and not only what the people can contribute but also how to

engage them in economic activities.

Tanzania has a two-tier system of government: the Central Government and Local Governments. Local Governments are either urban Authorities (city, municipal and town councils), or rural Authorities (district councils). The latter incorporate small towns (township Authorities) as well as village councils

Highlights of the evolution of Local Government in Tanzania is summarised in the Table below:

Episode	Comments
Pre-colonial era	Chiefdoms, and councils of elders
German era (1884-1917)	Mainly direct rule but also limited urban authorities
British era (1917-1961)	<ul style="list-style-type: none"> - Native Authorities encouraged since 1926 (Indirect rule) - Township Authorities for large urban areas - Municipalities Ordinance 1946 - Local Government Act 1953
First Decade of Independence (1961-1971)	<ul style="list-style-type: none"> - Chiefdoms abolished - Inclusive Local Authorities encouraged - Local governments overwhelmed by duties, with limited resources - Rural Authorities abolished 1972, urban Authorities abolished 1973
The Decentralisation Era (1972-1982)	A system of deconcentration of government replaced the comprehensive local government system which had existed for a decade.

Reinstitution of Local Government (1982-1995)	<ul style="list-style-type: none"> - Urban Councils (Interim Provisions) Act 1978 required that town and municipal councils be re-established from July 1 1978 - 1982 Comprehensive local government legislation passed - 1984 Comprehensive system of local government re-established
Local Government Reform (since 1996)	<ul style="list-style-type: none"> - Comprehensive Programme of reforming local governments to make them efficient, effective, transparent and accountable embarked upon.

Aspects of Local Government during the pre-colonial period

Various forms of Local Government existed in the pre-colonial era. In many societies there was a recognised leadership in form of a Chief for example. Chieftainship was usually hereditary but local issues and representation was realised in terms of an elders' council. These councils had different names depending on the locality. In Kisukuma for example, they were known as *mabanza*. These deliberated on important matters affecting their tribe's security and welfare. An elders' council would be convened for example to discuss a threat from another tribe, the outbreak of serious disease, famine, environmental conservation, depredations of wild animals, etc.

Usually at such meetings there was a spokesman for the village or clan. Decisions reached at such meetings were not questioned but upheld and carried out by every person within the jurisdiction of the relevant elders' council.

The Colonial Period

The Colonial era can be divided into two Phases coinciding with the German era (1884-1917) and British era (1917-1961).

The German Era

The Germans ruled the country from around 1884 to 1917. German rule was characterised by "direct rule" in most parts of the country although there were attempts to introduce local administration. The Imperial Decree of 29 March 1901 put into effect what were known as Communal Unions (*Kommunal Verbandes*) for the Districts of Tanga, Pangani, Bagamoyo, Kilwa, Lindi, Lushoto (Wilhelmstall), Kilosa, Mbeya (Langenburg) and Dar es Salaam. These Unions were given extensive duties including the establishing of schools, street lighting, refuse collection, drainage of swampy and unhealthy areas, construction of roads, streets and bridges, distribution of seeds to natives, and overseeing the management of co-operative village farms. The Unions did not work well and most were abolished in 1909. Those for Dar es Salaam and Tanga were retained, but their jurisdiction was highly curtailed and limited to residential areas only.

In 1908/09 there was discussion on the establishment of town councils in the German colony. The order of the Imperial Chancellor of 1910 created Municipal Councils in German East Africa. The management of Municipal administration was to be by Town Councils (*Stadtgemeindes*) headed by the District Commissioner and incorporating six elected members and two members appointed by the Governor. The councils had various duties including the upkeep of roads and public spaces; water supply; street lighting and cleaning; refuse disposal, and school maintenance. However, by the end of the German rule, only Dar es Salaam and Tanga had municipal status under the 1910 Order (Gillman 1945).

A major lesson to learn is that these Authorities were limited to key urban areas and were aimed at meeting the interests of the expatriate administrators and non-officials. The native

population was generally excluded from these Authorities. Local forms of leadership were replaced by direct rule by the colonial government.

The British Period

In 1916, the British Civil Administration was established in the Northern conquered part of German East Africa based at Lushoto. Soon after the War, in 1919, this administration moved into Dar es Salaam

British Administration was formally established by the *Tanganyika Order in Council* of 22nd July 1920. The chief representative of His Majesty's Government was the Governor and Commander in Chief, assisted by an Executive Council made up of the Chief Secretary, the Attorney General, the Treasurer and the Principal Medical Officer. There was also, an independent High Court. Save for the Colonial Secretary's general powers of disallowance, the Governor had powers to make Ordinances for good government of the territory, provided he respected existing native laws and customs. Laws and orders made before the *Tanganyika Order in Council* are generally referred to as Proclamations, and those after, as Ordinances.

The British ruled Tanzania for just over four decades until 1961. The idea of introducing local rule during the British colonial era is associated with the governorship of **Sir Donald Cameron** who introduced "**indirect rule**", that is ruling the territory through local chiefs. This started with the enactment of the **Native Authority Ordinance (Cap. 72) of 1926**, which recognised traditional chiefs as rulers of their tribes. These chiefs were empowered to exercise some administrative, executive and judicial powers in the areas of their jurisdiction. Until the post World War II era however, "native administration" remained a dormant system with a top-down bureaucracy. The chiefs were groomed in such a way as to prop the colonial government.

After World War II there was pressure in many parts of the colonised world for self-rule. Governments in the colonies were required to introduce effective Local Government as witnessed by a dispatch

from the British Secretary of State for the Colonies instructing British Colonies to see to it that " a democratic and efficient system of Local Government was set up". Reacting to that dispatch, the colonial government in Tanzania amended the Native Authority Ordinance in 1950 to create Chief-in-council's advisory Committees to which ordinary citizens were appointed members by the district commissioners. Executive powers thus moved from the chiefs to the councils, since chiefs could no longer make decisions without the approval of these councils. The governor was also empowered to declare a native authority to be a body corporate with perpetual succession, capable of suing and being sued.

An important lesson to learn is that these native Authorities lacked representation and did not have jurisdiction over non-natives. They would perhaps not pass the test of good governance as we know it today.

In 1953, a Local Government Ordinance was passed. It created municipal, town and district councils. This Ordinance made the functions of the Councils to be exercisable in respect of all persons in the area under their jurisdiction. *Nevertheless, election to these councils was on a racial basis with the voters being compelled to vote for three candidates, an African, a European and an Asian in each constituency.*

Until the enactment of the Local Government Ordinance of 1953, urban areas (with the exception of Dar es Salaam from 1949), were "directly" ruled by the Central Government. Under the **Township Ordinance of 1920**, the Governor was empowered to declare an area to be a township. The management of a township was vested in a **Township Authority** appointed by the Governor.

Under the *Township Rules* of 1923, the Governor could appoint the President of such a Township Authority. The President had to be a Senior Commissioner or next Administrative Officer, or an Administrative Officer in charge of a District or sub-district in which the township was. Members were to be officials from Medical, Public Works, and the Land Departments, nominated by their Heads of Departments. The official from the Medical Department was to

be the Township Authority's Executive Officer unless the President directed otherwise.

Although Township Authorities had some leeway to decide on matters of their area's interests, they were mainly an administrative tool and it is possibly not correct to refer to them as local Authorities. All their members were appointed officials, and all their decisions had to be sanctioned by the Governor. Township Authorities were dominated by expatriates and traders, to the near exclusion of the native population.

Because of the large number of businessmen and expatriate staff in urban areas, there was agitation for local authority status in urban areas such as Dar es Salaam in the 1930s but this was opposed by the colonial government. In fact, a Draft Local Government (Municipalities) Ordinance was prepared in 1936 but no real movement towards municipality status for Dar es Salaam was achieved till after World War II.

In 1946, the Municipalities Ordinance (Cap 105) was passed and in 1949, Dar es Salaam became the first municipality in Tanzania. Membership to this council was originally of appointed members selected on an equal racial representation basis. The municipality was empowered to make by-laws and to impose a rate on property and fees on business undertakings. It was also entitled to receive government subventions to ensure that services or functions delegated to it, such as health, primary education for Africans, roads, abattoirs, fire fighting and so on were adequately financed.

Both the Township Authorities and the Dar es Salaam Municipality were put in place to serve the interests of government (colonial) officials, and expatriate non-officials, especially traders. Africans were regarded as unwanted in urban areas, but their interests had to be addressed somewhat as an afterthought, after the interests of Europeans and Asians had been taken care of.

At the time of independence in 1961, there were three categories of Local Authorities in the country namely:

- Native Authorities created under the Native Authorities Ordinance of 1926;

- District and Town Councils created under the Local Government Ordinance of 1953; and,
- One municipality (Dar es Salaam) created under the Municipalities Ordinance of 1946.

The Post-Colonial Period

The post-colonial period can be divided into three phases:

- The first decade of independence (1961-1971)
- The Decentralisation Period (1972-1982)
- The reinstatement of Local Governments (1983/84-1995)
- The Reform Period (1996-2005)

These are dealt with in turn in the paragraphs below.

The First Decade of Independence

One major goal of the post-independence government was to have in place a system of administration which was democratic, but which also consolidated nationhood. The Local Government set up had to be revisited. As a measure of consolidating independence and nationhood, the Local Government Ordinance was amended in 1962 to, *inter alia*, *repeal the Native Authority Ordinance and with it, native authorities and chiefs. Most of these chiefs were absorbed into the government as administrators.*

The post-independence Local Authorities worked under difficult circumstances. Independence had just been obtained. Expectations were high. Resources were limited and the national political milieu was anxious to engage in various experiments which were seen as having the potential of bringing equitable development to the people of Tanzania.

The number of weaknesses observed in the post-independence Local Government system included the following:

- Services had expanded rapidly but Local Authorities had inadequate resources to fund them. Their financial base was poor, revenue realised was falling, because of difficult collection

- and changing relationships with the Central Government. Government grants were far too short of requirements.
- Local Authorities faced a major lack of capacity in terms of human resources.
 - Local Authorities were accused of mismanagement of the funds that they collected themselves as well as those that the Government granted to them.
 - The period after independence saw concerted development enthusiasm with a lot of infrastructure getting constructed (e.g. through self-help) but with little preparation of the Local Authorities, which were eventually expected to administer this infrastructure. Besides, the political situation did not very much support the efforts by Local Authorities to collect own revenue.
 - The system of supervising Local Governments, which had been in place since colonial times became weakened after independence. Since many council officials and councillors lacked the necessary experience and know-how to run Local Authorities, this weakening of supervision had deleterious effects on the running of Local Authorities.
 - The relationship between Local authority staff and Councillors was almost always sour. Among the problems experienced were: Councillors getting reluctant to take part in campaigns for tax collection; financially impoverished councillors depending on sitting allowances for their income thus having unnecessarily many meetings, or holding meetings which were indecisive; blurred division of responsibilities between the councillors and officials; councillors demanding special treatment such as offices and vehicles for their personal use; and councillors engaging in shoddy deals when it came to awarding contracts.

At the same time, Tanzania was experimenting with a revolutionary system of socio-economic development known as *Ujamaa socialism*, which among others, involved the reorganisation of rural settlements into communal villages, and which eschewed the supremacy of the Party in all ramifications of political, social and economic organisation. The "received" system of Local Government seemed somewhat at odds with the evolving political set up.

Until 1973, the Local Government system was made up of district, town, and municipal councils. The latter were Dar es Salaam (which got city status in 1961), and the municipality of Tanga.

The Period of Decentralisation (1972-1982)

In the end, local (particularly district) Authorities collapsed. District Authorities were abolished on 30 June 1972 while urban Authorities were abolished on June 30 1973. At the time of their abolition, there were 66 district councils and 15 urban councils in Tanzania.

The period between 1972-1982 is generally known as the "Decentralisation Period". Here, the Government experimented with taking power to the people by decentralising Central Government. A system of deconcentration of the government system replaced the comprehensive Local Government system which had existed for a decade.

The new system was aimed at giving the people decision-making powers on matters affecting their welfare and of local importance and to give them the personnel and finances for their implementation. Regions and districts were to plan and implement local development activities as well as administer their own local affairs with very limited interference from the seat of Central Government, Dar es Salaam.

"Participation" became a catchword and a rallying slogan. Development councils were created in the districts and in urban areas. The aims of this Decentralisation Programme were that:

- Rural development should be managed at district and regional levels;
- Rural development should be co-ordinated centrally;
- The people should be involved in the development process;
- Rural development should be effectively planned and controlled

Thus Local and Central Government responsibilities were merged. This was meant to result into a strong Central Government

organisation for coordinating and supervising rural development, which it was believed, would increase people's control of the development process in their own areas. Unfortunately the powers aimed at the people were actually hijacked by the bureaucrats who tended to make decisions on behalf of the people.

Mwalimu Nyerere had warned against this danger:

The transfer of power to the regions and districts must not also mean a transfer of a rigid and bureaucratic system from Dar es Salaam to lower levels. Nor is it the intention of these proposals to create new local tyrants in the person of the Regional and District Development Directors.

Unfortunately this appears to be what transpired.

Reinstatement of Local Authorities

When Local Authorities were abolished, urban councils were merged with neighbouring rural areas. Government focus was on rural areas and this led to a rapid deterioration of conditions in urban areas. Primary schools lacked textbooks and their buildings remained unmaintained; drains and sewers remained unblocked, roads went unattended, and dispensaries lacked essential drugs. An outbreak of cholera in many urban areas in 1976 prompted the Government to set up an investigation team and to make recommendations on the future administration of urban areas. The report that was submitted recommended the reinstatement of urban Local Governments.

The Urban Councils (Interim Provisions) Act of 1978 required the re-establishment of town and municipal councils effective from 1 July 1978. However, reconstituting these Local Authorities was not an easy task. The experienced manpower that Local Authorities had previously created had dispersed, and much of the infrastructure that belonged to Local Authorities had deteriorated, much beyond repair.

The reinstated urban Authorities were bestowed with the responsibilities previously held by them under the Municipalities Ordinance of 1946 and the Local Government Ordinance of 1953. Nevertheless they were not empowered to raise revenue of their own, and whatever revenue they collected, they did so as agents of the Central Government. The new councils remained entirely dependent on the Central Government for their finances. Whatever they got was not enough and as such no development projects were undertaken in this interim period.

In 1980, the ruling political party, *Chama cha Mapinduzi* (CCM), required the Government to revive the Local Government system in its entirety. In 1982, legislation was enacted establishing village councils, township authorities and district councils as the Local Authorities in rural areas; and town, municipal and city councils as Local Authorities in urban areas. Local Government elections took place in 1983 and Local Governments were reinstated effective from 1984.

Tanzania learned from the period of decentralisation that Local Authorities were very important if the people were to be truly in the control of their own destiny. Ever since their reinstatement, the Government has been taking measures to ensure that Local Authorities were efficient, democratic, accountable, transparent, and responsive to the needs of the people, as well as addressing their needs. Thus the need for the Local Government Reform Agenda.

Reforming Local Government (1996-2005)

Towards Reforming Local Government

The re-established Authorities continued to have a number of fundamental problems particularly limited resources and poor performance. By the late 1980s there was general agreement within the Government and the ruling political party that Local Government needed reform. The fundamental problems faced by Local Authorities were categorised under six headings:

- Institutional and legal framework
- Roles, functions and structures
- Governance
- Finances
- Human resource capacity and management
- Capacity of Central Government institutions (URT, 1996)

The **institutional and legal framework**, which regulates the relations between Central and Local Government was complex and was somewhat ambiguous and fragmented. There were also overlaps and conflicts between major pieces of legislation. Some of the problems emanated from the framework set up during the decentralisation era, which remained intact despite the restoration of Local Authorities. The Central Government continued to exercise excessive controls over Local Governments such as approving their revenue sources and budgets, and their by-laws.

The uniform **roles, functions and structures** of the Local Government Authorities translated in the mismatching of council tasks and capacities. The limited capacity of councils did not prevent them from Centralising authority within themselves, compared to lower tiers of administrative set-up, that is wards, *mitaa*, village governments, communities and user groups. Moreover, Local Government Authorities had no incentive to rationalise and restructure their set-ups to improve their performance.

Governance problems emanated from the fact that the relations between political leaders at national and local level, civil society organisations and the Local Government Authorities were weak and sometimes antagonistic. Within some Authorities friction existed between Councillors and technical staff. The stature of the Councillors was also criticised as leaving a lot to be desired. Second, the problems of governance concerned the weak representation at Central Government level of the views from the councils, through national Local Government associations such as ALAT in matters of vital interest for the Local Authorities and especially with regard to their ability to provide services. The third set of governance problems was related to finance and human resources discussed below.

Local Government Authorities operated under severe **financial** constraints. Underfunding was significant. With respect to revenue, Local Authorities had sources that were generally difficult to collect and were non-buoyant. There was interference by Central Government agencies in revenue collection arrangements by Local Government Authorities. The Authorities themselves had problems in organising equitable or efficient collection of local revenue. The Central Government did not operate a grant system with clear indications for Authorities to improve performance. The general public was generally against paying local taxes since the Authorities were seen as inefficient, non-transparent and unaccountable, and were suspected to have corrupt elements. Lastly, there was no institutional mechanism to facilitate rational decisions about sharing public revenue sources and funds between the Central and Local Governments. Central Government transfers to Local Governments remained inadequate and arbitrary, even where the Local Government Authorities operated as agencies of Central Government. The expenditure of the Local Authorities remained lopsided with little going to development and the bulk of income going to recurrent expenditure, particularly personal emoluments.

In terms of **human resource capacity and management**, most staff working in the Local Government Authorities were not accountable to them, but to the Local Government Service Commission and/or parent ministries. The centralised management of Local authority staff was fragmented and suffered from understaffing, under-financing and subterfuge. Most Authorities faced a shortage of trained, skilled and young and energetic manpower. Women were also glaringly under-represented in key posts in the Local Authorities.

Finally, there was **limited capacity of the relevant Central Government institutions** to design, develop and implement measures that would help promote a stronger Local Government system.

One major result of this situation was that Local Authorities were characterised by poor performance in almost all their functions,

particularly service provision. Existing infrastructure such as roads, drains, sewers, schools, health centres, public toilets, markets, open spaces and so on were in disrepair and were not being expanded to cope with growing requirements. Waste management systems were poor and heaps of uncollected stinking waste could be seen in a number of areas.

These problems were compounded by the prevailing poverty among citizens; a poor general national economic performance, and lack of honesty and commitment on the part of elected and appointed officials. It is for these and other similar reasons that Local Government Reform was contemplated.

Reform was envisaged to be necessary and to cover both the Civil Service and Local Government. Various studies, Commissions, Workshops and Seminars were undertaken from the early 1990s. Some of the most important ones are listed in the box hereunder. The conclusions from all of these was that there was need to downsize Central Government and increase efficiency, and at the same time reform Local Government, to decentralise more powers, to improve service delivery, and to encourage transparency and accountability.

The various papers shown in the box above indicate that Reform did not come about haphazardly but was the product of various studies and considerations.

In section 28 of its Election Manifesto in 1995, the ruling party (CCM) promised to strengthen Local Authorities so as to transform them into engines of social and economic development, and of extending the realm of democracy. In June 1996 the Prime Minister announced the Government's decision to restructure and downsize regional administration, with the objective of making Local Authorities more efficient and effective. A Local Government Reform Agenda (1996-2000) was promulgated, guided by the vision of the future of Local Government system as formulated and endorsed at the National Conference in 1996. The Local Governments of the future were seen as institutions with the following features:

- Largely autonomous institutions: free to make policy and

operational decisions, with the role of Central Government institutions being limited to the formulation of a policy framework and monitoring accountability.

- Strong and Effective institutions: underpinned by possession of resources and necessary authority, and effectively performing their roles and functions, as mandated to perform by the local population and by the Central Government. They will also have adequate, qualified and motivated manpower.
- Democratically governed: by a leadership elected from grass-root organisations such as village councils, to the leadership of the Local Authorities.
- Deriving Legitimacy from services to the people: that is their capacity and efficiency in delivering services to the people.
- Fostering participatory development: that is facilitating the participation of the people in the planning and executing of development plans, and fostering partnerships with civic groups.
- Institutions that reflect local demand and conditions: that is having structures and playing roles and functions that reflect demands for services by the local population, and having structures that reflect socio-ecological conditions prevailing in the area.
- Being transparent and accountable: that is being transparent and accountable to the people, as the basis for justifying their autonomy from the Central Government.

Eight objectives were set out in the Reform Agenda. These were:

- Local Authorities that are more autonomous in managing their administrative, personnel, and financial affairs and determining their own priorities.
- Local Governments that will operate in a more transparent and democratic manner, reflecting enhanced accountability to the people.
- Staff that will be responsible and accountable to their Local Authorities in terms of appointments, performance and discipline.
- Local Authorities that will have enhanced capacity in terms of well-qualified staff.

- Local Authorities that have more financial resources through improved own resource mobilisation, as well as Central Government and donor grants. Their financial management should improve significantly. Local Governments that will provide more equitable and better quality services, and at the same time facilitating other agencies to do the same.
- National institutions that will improve their capacity to enable and empower Local Governments to grow stronger.

Local Government Reform

The main principles of the Reform were pointed out in the Government's policy paper on Local Government Reform published in October 1998. These are:

- Letting people participate in Government at the local level and elect their councils
- Bringing public services under the control of the people through their local councils
- Giving local councils powers (political devolution) over all local affairs
- Determining the appropriate and cost effective organisational structures for Local Government Authorities.
- Improving financial and political accountability.
- Securing finances for better public services.
- Creating a new Local Government administration answerable to the local councils and to local needs.
- De-linking local administrative leaders from their former ministries.
- Creating new central-local relations, based not on orders, but on legislation and negotiations.

So the overarching goal of the reform is "to create good governance based on political and financial accountability, democratic procedures, and public participation". Local Government Reform in Tanzania includes five main dimensions.

1. The Financial Dimension: This seeks to give to Local Authorities more sources of revenue and also to introduce conditional and

unconditional grants from the Central Government to Local Government Authorities. Conditional grants are to be provided for the more sensitive sectors of education, health, roads, water and agricultural services, and in the initial stages, these will be sector specific. Unconditional grants are to be provided for other development sectors such as natural resources, trade, co-operatives, lands and community development. In addition, the various sources of revenue are to be divided between the two levels of government on a more rational basis, in line with the expenditure responsibilities of each level.

2. The Administrative Dimension: Decentralisation of Local Government personnel integrating them in the Local Governments from ministerial subordination, and restructuring Local Government administration. Management staff are being decentralised so that Local Authorities can appoint, promote, develop, and discipline their own staff. Besides, each Local authority will revisit its structure and functions to ensure that they reflect the needs and conditions in the area under its jurisdiction. This is a departure from the existing set up, whereby there are uniform structures and functions for all Local Authorities.
3. The Central-Local Relations: Central Government agencies and ministries previously in command positions to concentrate on policy making, support and facilitation, monitoring and quality assurance, and control, within the law.
4. The Service Function Dimension: Decentralised public services to bring service provision and management to end users, while increasing the services' quantity and quality.
5. The Democratic Dimension: Strengthening local democratic institutions enhancing public participation and bringing control to the people.

The Local Government Reform Programme has six output components as follows:

1	Governance	To establish broad-based community awareness of participation in the reform process and promote principles of democracy, transparency and accountability.
2	Local Government Restructuring	To enhance the effectiveness of Local Government Authorities in the delivery of quality services in a sustainable manner.
3	Finance	To increase the resources available to Local Government Authorities, and improve the efficiency of their use.
4	Human Resource Development	To improve the accountability and efficiency of human resource use at local level.
5	Institutional and Legal Framework	To establish the enabling legislation which will support the effective implementation of the Local Government reforms
6	Programme Management	To support the effective and efficient management of the overall Local Government Reform Programme, and in particular, the Local Government Reform Team.

Achievements in Local Government Reform since 1996

One of the major achievements in effecting Local Government Reform has been the changes in the legal and institutional framework affecting Regional and Local Administration as follows:

- **Restructuring Regional Administration:** Following the enactment of the Regional Administration Act (No. 19) of 1997, Regional Administration has been restructured. Regional secretariats have been formed to take place of the Regional Development Directorates, which tended to replicate and duplicate the functions and responsibilities of Local Government Authorities, and also to weigh heavily on these Authorities. The downsized Regional Secretariats have been given a redefined back-stopping role to the Local Government Authorities within their area of jurisdiction.
- **Amendment of Local Government Laws:** The various Local Government acts of 1982 were amended in February 1999 through Act no. 6 of 1999 to give effect to new central-local relations. The amendments stress good governance calling for democratically elected local leaders and enhanced transparency in the conduct of council affairs as well as greater accountability and transparency of the councils to the people. The revised laws provide for decentralised management of staff and finances (including plans and budgets) by Local Government Authorities, both of which underpin a largely autonomous Local Government system. The Central Government is also required to provide block grants to Local Government Authorities.
- **Strengthening of democracy at grassroots level:** This has been achieved through the establishment of mitaa committees in the urban councils' areas of jurisdiction, and to strengthen the Kitongoji level in rural areas. This is in part to replace the defunct 10-cell leadership system, which operated in the one party era, and in part, to bring urban councils closer to the people.
- **Codes of Conduct Regulations for staff and Councillors** have been prepared and enacted with the objective of ensuring good governance at local level.

Some 35 Local Government Authorities have since January 2000 been included in Phase I of the Reform programme. Lessons from the experience gained will be used to improve matters in Phase II. A Restructuring Handbook has been prepared and outlines the 17 steps that Local Authorities have to go through in order to achieve the aims of the Reform. A common basket fund for the joint programming and financing of the Reform Programme has been established with contributions received from donors who are supporting Local Government Reform; a detailed financial management manual to guide the management and use of the programme funds has been developed. A lot of public education is going on using various forms of media, workshops and seminars as well as actual training of Local Government personnel, on the principles of the Reform and its implementation strategies.

There are therefore Local Government Authorities in Tanzania that are currently under reform, but whose inherent weaknesses are still there. The major ones are limited local financial mobilisation, and inadequate human resources capacity to handle the various duties that are being downloaded to these Authorities.

Major Observations from the History of Local Government in Tanzania

The following could be given as major conclusions on the evolution of Local Governments in Tanzania:

- There was a system of Local Government in the pre-colonial era based on elders' councils
- The German Colonial Government ruled the country "Directly" but introduced limited Local Government in some urban areas mainly to address issues of concern to the expatriate community
- The British Government introduced Native Authorities which were not representative and which were groomed to prop up the colonial system
- A comprehensive system of Local Government was introduced in 1953 but had racial overtones in its implementation
- After independence chiefdoms were abolished and a

comprehensive and an inclusive system of Local Government was introduced aimed at increasing efficiency and democracy at the local level

- The Decentralisation Programme was well-meant to take powers to the people and to have them control the development process. It nevertheless was not a success and the Government drew lessons from it which led to renewed vigour to re-introduce and support Local Governments
- Re-instituted Local Governments continued to face problems, thus the Local Government Reform Programme.

In the end it is hoped that there will be in the country a strong, efficient, effective and democratic system of Local Government in Tanzania.

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