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# **Elected and Appointed Officials' Attitudes and the Interaction in Construction of Health and Education Infrastructures in Morogoro District Council**

***Kelvin M. Njunwa***

*Lecturer, Department of Business Management, Institute of Accountancy Arusha (IAA), Tanzania*

*Email: njunwajr@gmail.com*

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## **Abstract**

*This study assessed interaction between the elected and the appointed officials and their attitude toward each other in the construction of health and education infrastructure in Morogoro District Council. The study was carried out in four wards in Morogoro District Council. The data were collected from the selected as sample size of 64 elected and appointed officials. The study adopted a case study research design and qualitative approach. The data were collected using a questionnaire, a FGD guide and a key informant interview (KII) guide. The findings indicate that the level of political-administrative interaction between elected and appointed officials in the project was moderate. The moderate level of interaction is likely to be the cause of low transparency and accountability of the elected and appointed officials. The findings indicate further that both elected and appointed officials had negative attitude towards each other in the implementation of the projects. The study concludes that there is negligence in monitoring the relationships between elected and appointed officials in the implementation of development*

*projects which results to moderate interaction. Based on the conclusions, it is recommended that, in increasing interaction between elected and appointed officials and creating conducive environment for positive interactions, Morogoro District should facilitate regular training and awareness campaigns on the importance of their relations and positive attitudes towards each other. The study recommends further that the appointed officials should practice the principle of neutrality in their implementation of development projects. Political neutrality will minimize politicization of public services and reduce conflicts between the two parties.*

**Key words:** *Political-Administrative Interactions, Public Development Projects, Local Governments, Appointed Officials, Elected Officials*

## **1.0 Introduction**

The concept of political-administrative interactions has attracted the attention of most scholars in public administration and management sciences. Siggen et al. (2009) used political-administrative relations to refer to the area of study interested in and continued to interest many researchers and development practitioners. Scholars are interested in understanding the ways the elected and the appointed officials interact in performing their duties. There are debates on whether the elected officials should be excluded from policy implementation or the appointed officials should be excluded from policy formulation (Wilson, 2009; Rosebloom, 2010).

The concept of political-administrative relations involves two major concepts namely "Politics" and "Administration." Politics refers to the functions of the government in the administration of the state through numerous decisions made in the allocation of public resources and resolving conflicts (Mafunisa, 2003; Makinde, 2015). Therefore, politics focuses on public decision making on who receives what, when and how and to determine the allocation of public resources. Public administration deals with public officials who possess technical skills and are hired by the government to execute policy and functions of the government (Stillman, 2000). Thornhill (2012) defines administration

as the enabling functions, which are required to be assigned in determining policy goals and in effecting political decisions or policies. Therefore, public servants are responsible for administration or execution of policies formulated by political office bearers.

There are some arguments that political-administrative interaction is important in improving government functions. For instance, Khair et al. (2012) observe that bureaucratic responsibility in democracy largely depends on the existing political-administrative relations. Despite politics and administration being two separate and analytical components, to a great extent, they are integrated into the same political processes. In showing the need for positive relations between the elected and appointed officials, Njunwa (2006) notes, relations exist between local elected officials and local administrators in the performance of Local Government Authorities (LGAs). In showing the importance of political-administrative synergy, Mafuru et al. (2015) cite Kinondoni Municipal Council (KMC) where the elected officials and the administrators cooperate in implementing local government functions. As Kasper et al. (2002) argue, the relationship between politicians and administrators fuels a continuous normative and descriptive debate. It is not possible to talk about the political process without talking about the administration or vice versa.

Through decentralization of public services to the Local Government in Tanzania, local governments are given the mandate of establishing and maintaining social services such as health and education (Njunwa, 2006; Mollel and Ringo, 2014; Boex et al., 2015). The World Bank (2013) provides justification for decentralized public services to local governments because it includes the elected officials who have more information about the needs of the people and it is possible to choose policies or projects based on people's 'interests.' It is argued that LGAs have been given a "developmental role" as institutions that are close to communities and which respond to the local needs (Shivji et al., 2000; REPOA, 2008; Njovu, 2015). Therefore, Local Government Authorities (LGAs) have become potential instruments in improving social services

delivery by initiating and implementing various development projects in their localities.

Local governments in Tanzania comprise two kinds of officials namely the elected and appointed officials. According to Mushi and Melyok (1999), local governments in Tanzania are governed by elected members, such as Councillors from each of the ward, and appointed officials who are recruited by the central government or by the council themselves. The local government system in Tanzania was adopted from the British Model of local government, which comprises two officials namely Councillors (the elected) and Council Officers (the appointed) (Kisimbe et al., 2014). In performing their functions, the democratic powers are vested with the elected councillors while running of the day to day functions of local governments is the responsibility of the paid employees (Chaligha, 2007; Warioba, 2008). The relationship between the appointed and the elected officials in implementing public development projects in local governments is imperative (Sola, 2008). This is because public development projects which are initiated by communities, donors or the government require participatory approaches (REPOA, 2007).

The relationship between elected and appointed officials in local governments largely depends on how the two parties view each other (Ndudula, 2013; Mafuru et al, 2015). The attitude of the elected officials and appointed officials can be used to determine the level of interaction between two parties. Negative attitude creates distrust and poor communication between the elected and appointed officials in their interactions. Individual attitude towards another person's influence their behaviour either favourably or unfavourably (Robbin, 2008). The attitude is likely to increase performance and productivity of the elected or appointed officials as well as the relationship with other people.

Public development projects are development projects that are initiated and implemented by the communities and the government through Local

Government Authorities (LGAs) (Muro et al., 2015). This paper focuses on the construction of health and education infrastructures in Morogoro District Council. Both the elected and appointed officials play important roles in ensuring that the projects are effectively implemented. In most cases, the relationship between the appointed and the elected officials is characterized by either conflict or synergies (Mafuru et al, 2015). Public development projects established in Morogoro District Council include education projects such Kiroka Secondary School project, Bamba Primary School project, Kizinga Secondary School project and Kibwaya Primary School project. On the part of health projects, the Council implemented Kiroka Ward Health Centre project, Kizinga Dispensary project, Mkuyuni Ward Health Centre project and Kizinga village dispensary project (MDC, 2013). All of those projects were initiated and implemented in collaboration with the elected and appointed officials through the District Council.

Despite different efforts made by the Government of Tanzania to ensure that the majority of the population have access to quality social services, access to such services in many rural districts has remained poor (Devas et al., 2003; Kesale, 2016). It is reported that health and education services in rural communities are characterized by poor quality infrastructures and have failed to provide quality services to the people (URT, 2004). The local governments in Tanzania in collaboration with local communities have established various development projects on the construction of infrastructures through a self-help system to improve service delivery. Studies have revealed that public development projects in most cases failed to achieve their targets (Warioba, 2008; Kesale, 2016, Mkuku, 2016). A number of factors were established to account for the failure of the development projects including financial constraints, poor participation of communities, poor accountability and lack of transparency. A study conducted by Mwamaso (2015) indicated that poor financial accountability is a major source of ineffective development projects in Tanzania.

Various studies on political-administrative relations have been conducted in different places in Tanzania (Masue, 2010; Mafuru et al., 2015, Njunwa, 2017). In their studies, the relationship between the elected and the appointed officials in implementing public development projects in local governments in Tanzania were not taken into consideration. The main idea in this paper is that most public development projects fail due to lack of clear understanding of the nature of the relationship between the elected and the appointed officials in the implementation of the projects. Therefore, the paper aimed at examining the level of interaction between the elected and the appointed officials in project design and the implementations and the examination of the elected and the appointed officials' attitude towards their relationships in the implementation of development projects.

The paper is guided by complementary model, which strongly affirms that it would be folly to suggest that administrative officers should have absolutely no hand in the formulation of policy, which, according to the orthodox dichotomy is the preserve of politicians. According to the complementary model, the elected and the appointed officials have to work together in harmony and be interconnected in performing their duties (Jacobsen, 1999; Goel, 2008). Svava (1999) supports the partnership model by emphasizing on complementarities of politics and administration through interdependency, reciprocal influence, and extensive interaction between the elected and the appointed officials. The model insists on the participation, trust and transparency in working relationship between the elected officials and the appointed officials. In relation to engagement, Mafuru et al. (2015) recommends that administrators should be engaged in discussions about political issues and strategies and at the same time the elected officials should provide their opinions on the implementation of political decisions. Other authors suggest that politicians rely very much on expert advice from technocrats in the policy formulation process. Likewise, the appointed officials rely on the elected officials for the allocation of requisite resources to enable them perform their roles effectively (Montjoy et al., 1995; Landa, 2015; Njunwa, 2017). With respect to this study, effective implementation of public development projects requires the complementary model of relationship between the elected and appointed

officials. Therefore, a total separation of administrators from politics is not practical as they possess technical knowledge and skills in policy formulation processes. At the same time, it is not possible for administrators to successfully implement development projects without the support from the elected officials who act as representatives of the people.

## 2.0 Methodology

The study was conducted in Morogoro District Council, Morogoro Region. The Council was purposefully selected. According to the current report from PO-RALG (2018) the district lag behind in its space of the implementation of health and education projects. Eight villages, which were actively engaged in the implementation of development projects were purposefully selected from four wards. The selected wards were Mkambarani, Mkuyuni, Kiroka and Kinole (Morogoro District Council Report, 2003). The villages were Pangawe, Kizinga, Bamba, Kibwaya, Mkuyuni, Tandai, Kirundwa and Kiziwa. The study adopted a case study research design, which is commonly used in qualitative research. The case study design is based on an in depth investigation of a single individual, group or event exploration of the cause of the underlying principles (Creswell, 2014; Bryman 2008; Zainal, 2007).

The data were collected from elected and appointed officials in the study area, whereby a formula by Yamane (1973) was adopted to obtain the desired sample size, assuming 95 per cent confidence level and 0.05 as sampling error. The formula used is as follows:

$$n = \frac{N}{1 + N(e^2)} \dots\dots\dots(1)$$

Where: n = sample size,  
 N = population size and  
 e = level of precision (sampling error).

The population of the study was 76, therefore, using the above formula, a total of 32 elected and 32 appointed officials were sampled for survey (questionnaire). The data were collected using survey, focus group discussions (FGDs), key informant interviews (KIs) and observation. About four FGDs with a total of 42 participants were conducted in all the four wards. Participants in FGDs ranged from eight to eleven, and were purposefully selected based on their being regarded to have knowledge and experience in the implementation of public development project. The composition include mixed-gender group of both males and females, the age difference include youth participants. The participants who were knowledgeable and had experience on the topic, discussed issues such as political-administrative relations, governance and implementation of developments projects during FGDs. The information collected through observations technique "participant as observer" included participating in on full council meetings, two Ward Development Committees (WDCs) and 2 Village Assembly meetings.

About 16 key informants were purposively selected based on their understanding and knowledge on the public development projects. The elected officials included Members of Parliament (MP), Ward Councillors, Villages Chairpersons, Chairpersons of the Council, and Chairpersons of project Committees. The appointed officials included the District Executive Director, Heads of Department. Chairpersons of Economics and Social Welfare Committee, Ward Executives (WEs), Village Executive (VEs), Ward Community Development Officers (CDM) and Head Teachers. Qualitative data were analysed by using content analysis whereby data were interpreted and organized in different themes to generate meaningful information. The analysis of quantitative data was done using IBM Statistical Package for Social Sciences (SPSS), Version 20. Descriptive statistics were analysed to determine frequencies, percentages, means, medians and standard deviation.

The level of interaction between the elected and the appointed officials was established by using quantitative methods of data analysis. Eight statements representing interaction were used, and the respondents were requested to



indicate 'strongly agree', 'agree', 'undecided', 'disagree', or 'strongly disagree' against each of them with 5, 4, 3, 2, or 1 scores respectively representing the answers. The eight statements are as presented in Appendix 1, Question 17. Then an interaction index was developed using the following formula:

$$ITIndex = \frac{Tscore}{Maxscore} \times 100$$

Where:

*ITIndex* = Interaction index

*Tscore* = Total score obtained

*Maxscore* = Maximum possible score.

The same approach was also used by Rao et al. (1992) and Fita et al. (2012). Thereafter, the interaction levels were organised into an index using mean and standard deviation (SD).

Low = below (mean - SD),

Moderate = between (Mean  $\pm$  SD) and

High = above (Mean + SD).

On the elected and the appointed officials' attitude towards each other, a Likert Scale which also comprised eight statements was used. The respondents were asked to indicate if they strongly disagreed (1), disagreed (2), were undecided (3), agreed (4) or strongly agreed (5) with each of the statements. The eight statements are as presented in Appendix 1, Question 19. The responses were then grouped into three categories as follows: strongly agree and agree were grouped into agree; strongly disagree and disagree were grouped into disagree and undecided was left to stand alone.

The overall attitude was categorised as positive attitude, negative attitude or indifferent attitude. The highest possible score was 40 points (i.e.  $8 \times 5$ ) representing the highest positive attitude; 24 was the mid score ( $8 \times 3 = 24$ ) representing neutral attitude; and the lowest possible score was 8 (i.e.  $8 \times 1$ ) representing the lowest negative attitude. Therefore, the ranges of scores for negative attitude were from 8 to 23, the score of 24 indicated indifferent attitude, and the range of scores for positive attitude was from 25 to 40.

### 3.0 Results and Discussion

#### 3.1 Level of interaction between elected and appointed officials in construction of health and education infrastructures

On the level of interaction between the appointed and the elected officials, the findings in Table 1 show that 20.3 per cent of the respondents indicated that such interaction was at low level; 65.6 per cent indicated that it was moderate, and only 14.1 per cent of the respondents said that there was high level of interaction between the elected and the appointed officials in implementation of development projects. These findings indicate that the general level of interaction between the elected and appointed officials in the implementation of development projects was moderate. The finding was supported by revelation drawn from the FGDs conducted at Kinole Ward where the participants were in consensus that there was moderate level of interaction between the appointed and the elected officials. The findings from FGDs were supported by one of senior officials who said,

*"In our villages, interaction between elected officials such as Village Chairpersons and Village Executive Officers is low and we are not happy the way they interact in implementation of the projects, always complain to each other"* (Key Informant 8, Kinole Ward on 14<sup>th</sup> April, 2017)

The finding from both survey, KIs and focus group discussions (FGDs) imply that moderate level of interaction is likely to be the cause of low transparency

and accountability of the parties involved in the implementation of the said projects. This has been revealed where sharing of the information between them was the main challenge of transparency and accountability aspects of governance in the selected villages in the district. The finding is in line with the findings in a study by Thornhill (2012) on effective political-administrative relations for policy making and implementation in South Africa. Thornhill (2012) found moderate interaction between elected and appointed officials as politicians (Ministers) interfered with administrators' work in the daily running of the government functions, and this resulted in negative interaction between the two parties. Moderate interaction between elected and appointed officials negatively affects the performance of the government in South Africa.

**Table 1: Level of interaction between appointed and elected officials**

Level	Category	Frequency	Per cent
Low	<18.8	13	20.3
Moderate	18.9 – 33.7	42	65.6
High	>33.7	9	14.1

### 3.2 Elected and appointed officials attitude towards each other in construction of health and education infrastructures

Attitudinal statements were used to examine attitude of the elected and appointed officials towards each other in the construction of health and education infrastructures. The findings in Table 2 indicate that 62.5 per cent of the elected officials had negative attitude towards appointed officials while 50 per cent of the appointed officials had negative attitude towards the elected officials.

**Table 2: Overall attitudes of respondents on the relationships between elected and appointed officials in Morogoro District Council (n=64)**

Overall Attitude	Elected		Appointed	
	Frequency	Percent	Frequency	Percent
Negative	20	62.5	16	50.0
Indifferent	3	9.4	5	15.6
Positive	9	28.1	11	34.4
<b>Total</b>	<b>32</b>	<b>100.0</b>	<b>32</b>	<b>100.0</b>

As seen in Table 2, a greater proportion (62.5%) of the elected officials had a negative attitude towards the appointed officials while a smaller proportion (50.0%) of the appointed officials had negative attitude towards the elected officials. This implies that the elected officials do not interact highly with the appointed officials in the implementation of development projects as they perceive them negatively. Negative attitude to each other implies that sharing information and working as a team would be a challenge in the implementation of development projects. The findings also reveal that the elected officials were not happy to work with the appointed officials as they accused them of not being accountable to the projects. During full council meetings, each party accused the other for poor implementation of development projects. The elected officials accused the appointed officials for misusing projects funds for their own interests.

The study findings are in line with the findings of a study d by Mkuku (2016) in Ulanga District Council, which revealed a negative perception of the elected officials on their relationship with the appointed officials in performing their day to day functions. In a study by Mkuku (2016) revealed that 70 per cent of the elected officials agreed that there was unfavourable attitude toward the appointed officials in Ulanga District Council. .

The findings were also supported by information from FGDs at Kinole Ward in which participants were in consensus that there was a negative attitude of the elected officials towards the appointed officials in projects implementation. Participants agreed that regular conflicts and misunderstandings between the elected and the appointed officials was influenced by their negative attitudes to each other. Such negative perceptions tend to increase conflicts between the appointed and the elected officials during their implementation of development projects (Warioba, 2008; Weible, 2011). These findings are also in line with the findings in a study by Mafuru et al. (2015) on political-administrative relations in local governments in Tanzania. Their study indicated

that the appointed officials such as Ward Executive Officer (WEOs) and Village Executive Officer (VEOs) in Mvomero District Council had negative attitude towards the elected officials as they viewed them as corrupt and people who mismanage public funds for their personal gains and political interests. The appointed officials also perceived negatively the elected officials accusing them of merely being influenced by political reasons. Their study indicated that in some cases, the appointed officials were cohesively influenced to accept project proposals for their political interests. Once the appointed officials refused their proposals, the elected officials created poor working environments for administrators to perform their duties.

**Table 3: Attitudes of elected and appointed officials towards each other in their interactions in Morogoro District Council (n=64)**

Attitudinal Statements	Total (%)			Elected (%)			Appointed (%)		
	Disagree	Undecided	Agree	Disagree	Undecided	Agree	Disagree	Undecided	Agree
1. They are well acquainted with administrative procedures, rules and regulations	48.4	15.6	35.9	21.9	15.6	62.5	50	15.0	34.4
2. They are transparent and always share information about the projects	55.7	10.9	33.4	43.8	18.8	37.5	53.1	3.1	43.8
3. They are working in trust with appointed/ elected officials	52.2	17.2	30.6	50.0	12.5	37.5	46.9	21.9	31.2
4. They are accountable to the projects	56.2	9.4	34.4	62.5	3.1	34.4	50.0	15.6	34.4
5. They work for their self-interests rather than for public interests	35.9	14.1	50.0	40.6	9.4	50.0	31.2	18.8	50.0
6. They are not accountable to the project success	42.2	6.2	51.6	40.6	3.1	56.2	43.8	9.4	46.9
7. They are corrupt and mismanage project funds	31.2	15.6	53.1	31.2	15.6	53.1	31.2	15.6	53.0
8. They are influenced by partisan politics	25.0	12.5	62.5	28.1	6.2	65.6	21.9	18.8	59.4

In Table 3 the statements with serial numbers 1 to 4 had positive connotations while the ones with serial numbers 5 to 8 had negative connotations. Of the

four statements with negative connotations, the greatest proportions of the respondents (62.5%) agreed with the statement that the roles played by the elected and the appointed officials during project implementation were highly characterized and influenced by partisan politics rather than public interests. Of the four statements with positive connotations, the greatest proportion of the respondents (55.7%) disagreed with the statement that there was transparency between the elected and the appointed officials and always shared information about the projects. The study findings imply that poor transparency between the elected and the appointed officials is highly associated to negative attitude between the parties as the results negatively affect the performance of the projects.

### **3.2 Perceived sources of negative attitude between the Elected and the Appointed Officials in the projects**

As shown in Table 4, the findings indicate that distrust between the elected and the appointed officials was the major source of negative attitude and misunderstandings between the parties in the implementation of development projects. This was mentioned by 84.4 per cent of the respondents. The findings imply that there was lack of trust between the elected and the appointed officials, and this negatively affected information sharing about the projects. The second factor for negative attitude towards each other was conflict of interests between the elected and the appointed officials reported by 73.4 per cent of the respondents. For example, the elected officials were always for political interests including getting voters' support and being re-elected. The elected officials accused administrators of being after personal economic gains from development projects funds and not for the communities' interests while the administrators accused the elected officials of politicizing development for their own political pursuits.

**Table 4: Perceived sources of negative attitude between elected and appointed officials in the projects (n-64)**

Challenges	Frequency	Per cent
Distrust	54	84.4
Personal interest/conflicts	47	73.4
Partisan politics	42	65.6
Financial mismanagement	34	53.0
Roles ambiguities	33	51.6
Low level of education	32	50.0
Poor Accountability	21	32.8

This implies that, through conflict of interests between the elected and the appointed officials, it becomes difficult for them to cooperate and have mutual interests in the projects implementation. Therefore, their differences in interests affect their level of interaction in the implementation of development projects. These findings are in line with the findings reported in a study by Matunga et al. (2015) which revealed that both the elected and the appointed officials were more characterized by prevailing personal interests than public interests. The interest of politicians is to get trust and popularity from their voters and maximizing their votes for winning the elections while the administrators are interested in promotion, increase in their salaries and recognition from their bosses. In protecting their interests, their relations were characterized by lack of transparency in decision making and resource allocation.

The findings were also supported by a KII: one of the Heads of Department made the following statement:

*"It is very difficult for an elected official to support any development project that he/she feels that it will not benefit him/her politically or financially. They prefer even not to comply with rules and regulations for their personal gains"* (Key Informant 3, at Morogoro District Council, 23<sup>rd</sup> June, .2017).

Fighting between the elected and appointed officials over projects funds for personal gains in the implementation of development project was cited as

the third biggest source of negative attitude between the two. About two-thirds (65.6%) of the respondents agreed that fighting for financial resources in the projects negatively affected the relationship between the two groups of people. The elected officials always regarded the appointed officials as corrupt and people who misuse project funds for their economic benefits while the appointed officials regarded the elected officials as ignorant and always motivated by political interests. About this, one of Village chairpersons at Bamba village said:

*“In our village we have no Village Executive Officer since 2015. Our VEO misused more than Tsh. 700,000/= which had been contributed by local people for our school project. Most of these appointed officials are corrupt hence it is not possible to trust them”* (Key Informant 13, at Kiroka Ward, 12.March, 2017).

The study finding is in line with the findings in a study by Jacobsen (1999) who studied the level of trust between the appointed and the elected officials in the local governments in Norway and Tanzania. The findings indicated that, in Tanzania, there was significantly lower degree of trust between the elected and appointed officials and administrators than was the case in Norway. Slightly more than a half (51.6 %) of the respondents cited jurisdictional ambiguities as a source of misunderstandings between the elected and the appointed officials regarding their roles in the projects. The elected officials interfered with the work of the appointed officials in the implementation of the projects.

This finding was supported by focus group discussants at Kiroka Ward on 15<sup>th</sup> April 2017; the discussants were in consensus that the elected officials were interfering with the appointed officials' roles in financial matters including collection of financial contributions and the use of such funds in the implementation of the projects. This study's finding is also in line with the findings reported in a study by Yilmaz et al. (2010) who revealed that the elected officials considered themselves as being in charge of the appointed officials,



and in most cases they interfered with the professional works and coercively wanted to influence the appointed officials' work performance. Similarly, Ndudula (2013) also revealed that the major cause of conflicts between the elected and the appointed officials at Mnquma Local Municipality (MLM), in South Africa, is the intrusion of politicians and administrators in each other's roles and responsibilities. The study findings are also in line with the findings of a study by Lyatonga et al. (2012), who suggested that training of the elected officials (councillors) in legal, policy matters and their respective roles as representatives of the people would reduce frequent conflicts between the elected and the appointed officials.

The finding revealed further that partisan politics was the least leading source of negative attitude between the elected and the appointed officials in development projects. About one-third (32.8%) of the respondents cited partisan politics as the source of unfavourable attitude between the parties. In most cases, the elected officials, regardless of their political differences, tended to support development projects as a way of fulfilling their election campaign promises. However, the majority of the elected officials such as Councillors, Village chairperson and Hamlet chairpersons were from Chama Cha Mapinduzi (MDC, 2015). The findings are in contrast with the findings in a study by Njunwa (2017) in Tanga City Council which revealed that partisan politics is a major source of conflicts between the elected and the appointed officials. The results imply that the sources of conflicts differ from one council to another one based on different political environments.

## **4.0 Conclusions and Recommendations**

Based on the findings, it is concluded that inadequacy in monitoring of relationships between elected and appointed officials in the implementation of projects by Morogoro District Council leads to moderate interactions and an escalation of misunderstandings between the two parties. It is also concluded that political interests and partisan politics influence the relationship between the elected and the appointed officials in the implementation of construction of health and education projects in the study areas and negatively affect their

interactions in the projects. Furthermore, it is concluded that negative attitude between the elected and the appointed officials is influenced by conflicts of interest, lack of distrust and discourage higher interactions between the elected and the appointed officials during the implementation of development projects. From the theoretical point of view, it is generally concluded that the elected and the appointed officials' relations seem to deviate from the dictates of the complimentary model.

In view of the conclusions, it is recommended that Morogoro District Council should facilitate regular training and awareness campaigns on the importance of good relationships between the elected and appointed officials in order to promote effective implementation of development projects as suggested by the complementary model. Training of both appointed and the elected officials will improve their interaction in the implementation of development projects. Trainings should provide clear understanding of the contribution of political-administrative relations in the implementation of development projects. It is also recommended that local governments should ensure regular monitoring of compliance with rules, regulations, policies and code of conducts that guide relationships between the elected and the appointed officials in the implementation of development projects. It is also recommended that the appointed officials should adhere to the principle of neutrality in their work performance in order to minimise politicization of public services and unnecessary conflicts with the elected officials. The study further recommends that the elected officials and the appointed officials should create positive attitude towards each other and increase their levels of trust and transparency on financial matters that relate to development projects.

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