Developing a competency framework for environmental policy implementation by Morogoro Municipal Council in Tanzania

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Thesis submitted for the degree Doctor Philosophiae-Development and Management at the Potchefstroom Campus of the North-West University

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May 2017
DECLARATION

I, ADOLF FOKAS MAKAIKI, hereby declare that this study: “Developing a competency framework for environmental policy implementation by Morogoro Municipal Council in Tanzania” is my own original work and that all sources used or quoted have been accurately reported and acknowledged by means of complete references, and that this thesis has not been previously in its entirety or partially submitted by me or any other person for degree purposes at this, or at any other University.

AF Makuki .........................................

Signature Date: May 2017
ACKNOWLEDGEMENTS

I wish to express my sincere gratitude to everyone who contributed in one way or another towards the success of my thesis research. Those whose names do not appear here are requested to accept this general expression of appreciation without considering that their contribution has been belittled. Thank you all. Specifically, I wish to acknowledge the following persons and institutions for their enormous contribution:

Before mentioning the name of anyone, I wish to thank the Almighty God for His untiring protection, love and blessings to me and to my family during the whole period of my study. Despite several health challenges, He has enabled me to sail through the academic journey throughout the period of my study.

I do not have the right words for expressing my satisfaction to my promoter and co-promoter for their love, hospitality and encouragement. They made my stay in South Africa comfortable despite missing my family.

Dr Melvin Diedericks, my promoter, for his guidance and ready-to-help spirit throughout the period of my study. His expertise in Public Administration theory and the writing skills have been instrumental in making my thesis look the way it is now. He has always been keen to guide me on what to do from one stage of my study to another, despite his tight schedule. Thank you very much Sir.

Prof HG van Dijk, my co-promoter, for her guidance and availability for consultation. She has always given me access to her time despite her tight schedule. Her eagerness to read my work promoted a spirit of increased responsibility in my heart. Her strength in the discipline of Public Administration and in connecting ideas and maintaining consistency throughout the research process has been a wonderful help in accomplishing my thesis. Thank you very much Prof.

Mzumbe University, my employer for granting me a study leave and the associated financial support, without which, this thesis would not have come to this stage.

My special thanks go to my wife, Venosa, our children (Margaret, Kelvin, Johnson, Glory) and the rest of the family members (Irene, Agnes, Oliver) for their endurance during the period of my absence from home. They missed my presence as the father of the house and I also missed them. They remembered me in different ways, thus encouraging me to pursue my programme comfortably. Thank you all. My wife’s visits in 2014 and 2015 meant much to me as it caused
wonderful relief and encouragement. Thank you very much my lovely wife. Kelvin’s visit to Potchefstroom in 2016 strengthened my studying desire and energy. Thank you my lovely son for representing other children. My brothers (Arbogast, Samwel and Constantin) and sisters (Dorothy and Constansia) missed me for the period of study. Thank you for your encouragement and support.

Special thanks go to Morogoro Municipal Council for granting me the research permit, which enabled me to interview the municipal managers and the councillors, to whom I am greatly grateful.

A word of gratitude goes to North-West University for various high quality services including hospitality services, financial support, information technology and library services. The School of Social and Government Studies is highly acknowledged for all the care given to me. During my application period, Prof Johan Zaaiman, the former Director provided me with a good communication service until I received the application forms and other necessary information, for which I am greatly grateful. Thank you very much Prof. The International Office has also been highly active in keeping me informed of the necessary information, for which I am grateful.

A word of gratitude also goes to Ms Clarina Vorster, for the language editing service.

Finally, special thanks go to the members of the Catholic Charismatic Renewal Ministry in the Diocese of Morogoro especially those from St Mary’s and Our Lady of Mt. Carmel Parishes and to all well-wishers for praying for me. For the period of my study at Potchefstroom, Rev Fr Don Bohe accepted me as a parishioner and as a member of the Healing Ministry for which I express my thanks to him and to the whole congregation.

Thank you all.
ABSTRACT

The dynamic nature of the society demands appropriate changes in public administration including the development of competent managers to enable governments to effectively provide appropriate public services. Managers of public organisations are thus expected to be competent in the implementation of different policies in the context of their organisations. Nevertheless, public organisations including local government authorities in developing countries like Tanzania have been facing inadequate managerial competencies that hinder them in their environmental policy implementation efforts. Against the aforementioned scenario, this study was conducted with the aim of developing a proposed managerial competency framework for environmental policy implementation by Morogoro Municipal Council in Tanzania.

In order to achieve the above aim, four research objectives and research questions were formulated that aimed to investigate relevant managerial competency-based theories and models, describe the Tanzanian statutory framework enabling human resource managers to implement environmental management initiatives within the local government context, analyse the current managerial competencies of MMC with respect to environmental policy implementation, and lastly propose a competency framework for MMC with respect to environmental policy implementation. In order to achieve the aforementioned research objectives, this study adopted a qualitative research approach with a grounded theory design, which involved the review of literature and an empirical investigation.

The literature study, the theory of Public Administration, managerial competency models, and legislative arrangements enabling public managers in Tanzania to implement environment policy were reviewed with special reference to local government context. The empirical study involved individual in-depth interviews with a sample of 27 respondents comprising Morogoro municipal managers, councillors of Morogoro Municipal Council (MMC) and trainers from the Local Government Training Institute, with MMC being the unit of analysis. The interview data were analysed with the use of ATLAS.ti 7.5, a computer assisted qualitative data analysis software.

The findings of this study revealed that the generic managerial competency models are too general for individual public organisations like MMC to use them directly in environmental policy implementation. However, the models are useful in guiding individual organisations in development of their specific managerial competency frameworks for policy implementation in their contexts. Furthermore, the study demonstrated that despite different achievements in Tanzanian policy reforms aimed at human resource development in the Public Service, there is
no clear link between the policies and legislation for HRD and those for environmental management, thus causing inadequacies in the environmental policy implementation and coordination functions. Additionally, at the local level, the MMC does not have an operational policy or other statutory instrument for recruiting its managers responsible for environmental policy implementation and developing their competencies. Instead, the recruitment for all senior public servants including those under the Local Government is conducted by the Public Service Recruitment Secretariat. Although the municipal managers possess a variety of competencies for their professional functions in terms of knowledge, skills, attitude and behaviour, and working experience, this study demonstrated that they need additional competencies in the policy process, among others. Recognising the vital role of the councillors in oversight functions over environmental policy implementation, the study developed a proposed managerial competency framework for environmental policy implementation by MMC, which defines the competency profiles for the municipal managers and the councillors. The framework proposes 20 individual competencies from four competency categories for the managers responsible for environmental policy implementation and 11 individual competencies from three categories for the councillors of the MMC.

Commitment by MMC to adopt specific competency-based environmental policy implementation is one of the recommendations given by this study for successful implementation of the proposed managerial competency framework. Moreover, the study recommended areas for further research including developing managerial competency frameworks for environmental policy implementation by other local government authorities in Tanzania.

**Key words:** Public administration, competency-based theories and models, environmental policy implementation, Morogoro Municipal Council, legislative arrangements, competencies, managerial competency framework, municipal managers, councillors.
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<td>AAPAM</td>
<td>Africa Association for Public Administration and Management</td>
</tr>
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<td>AGF</td>
<td>Africa Governance Forum</td>
</tr>
<tr>
<td>APS-HRM-net</td>
<td>Africa Public Sector Human Resource Managers’ Network</td>
</tr>
<tr>
<td>CAG</td>
<td>Controller and Auditor General</td>
</tr>
<tr>
<td>CCM</td>
<td>Chama Cha Mapinduzi</td>
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<tr>
<td>CEO</td>
<td>Chief Executive Officer</td>
</tr>
<tr>
<td>e.g.</td>
<td>For example (<em>exempli gratia</em>)</td>
</tr>
<tr>
<td>EMA</td>
<td>Environmental Management Act</td>
</tr>
<tr>
<td><em>et al.</em></td>
<td><em>et alia</em> (And others)</td>
</tr>
<tr>
<td>GoC</td>
<td>Government of Canada</td>
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<td>HRD</td>
<td>Human Resource Development</td>
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<td>HRM</td>
<td>Human Resource Management</td>
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<tr>
<td>i.e.</td>
<td>That is (<em>id est</em>)</td>
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<tr>
<td>ICT</td>
<td>Information and Communication Technology</td>
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<td>LCF</td>
<td>Leadership Competency Framework</td>
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<td>LEA</td>
<td>Leadership Effectiveness Analysis</td>
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<td>LGAs</td>
<td>Local Government Authorities</td>
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<td>LGDG</td>
<td>Local Government Capital Development Grant</td>
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<td>LGTI</td>
<td>Local Government Training Institute</td>
</tr>
<tr>
<td>LLLAs</td>
<td>Lower Level Local Government Authorities</td>
</tr>
<tr>
<td>MDAs</td>
<td>Ministries, Independent Government Departments, and Executive Agencies</td>
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<tr>
<td>MDGs</td>
<td>Millennium Development Goals</td>
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<tr>
<td>MED</td>
<td>Municipal Executive Director</td>
</tr>
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<td>MMC</td>
<td>Morogoro Municipal Council</td>
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<tr>
<td>MORUWASA</td>
<td>Morogoro Urban Water and Sewerage Authority</td>
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<tr>
<td>MP</td>
<td>Member of Parliament</td>
</tr>
<tr>
<td>NA</td>
<td>Not Available</td>
</tr>
<tr>
<td>NEC</td>
<td>National Electoral Commission</td>
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<td>NEMC</td>
<td>National Environmental Management Council</td>
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<td>NEP</td>
<td>National Environmental Policy</td>
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<td>NSGRP</td>
<td>National Strategy for Growth and Reduction of Poverty</td>
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<tr>
<td>Abbreviation</td>
<td>Full Form</td>
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<tr>
<td>PO-PSM</td>
<td>President’s Office-Public Service Management</td>
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<td>PSC</td>
<td>Public Service Commission</td>
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<tr>
<td>PSRP</td>
<td>Public Service Reform Programme</td>
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<td>PSRS</td>
<td>Public Service Recruitment Secretariat</td>
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<tr>
<td>RGoZ</td>
<td>Revolutionary Government of Zanzibar</td>
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<tr>
<td>SAPs</td>
<td>Structural Adjustment Programmes</td>
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<td>SDGs</td>
<td>Sustainable Development Goals</td>
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<tr>
<td>TaGLA</td>
<td>Tanzania Global Learning Agency</td>
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<tr>
<td>TCU</td>
<td>Tanzania Commission for Universities</td>
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<tr>
<td>TDV 2025</td>
<td>Tanzania Development Vision 2025</td>
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<tr>
<td>TPSC</td>
<td>Tanzania Public Service College</td>
</tr>
<tr>
<td>TUKI</td>
<td>Institute of Kiswahili Research</td>
</tr>
<tr>
<td>UNCED</td>
<td>United Nations Conference on Environment and Development</td>
</tr>
<tr>
<td>UN-HABITAT</td>
<td>United Nations Human Settlements Programme</td>
</tr>
<tr>
<td>UONGOZI Institute</td>
<td>Institute of African Leadership for Sustainable Development</td>
</tr>
<tr>
<td>URT</td>
<td>United Republic of Tanzania</td>
</tr>
<tr>
<td>USA</td>
<td>United States of America</td>
</tr>
<tr>
<td>VPO</td>
<td>Vice President’s Office</td>
</tr>
<tr>
<td>ZSGRP</td>
<td>Zanzibar Strategy for Growth and Reduction of Poverty</td>
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CHAPTER 1

ORIENTATION AND PROBLEM STATEMENT

1.1 INTRODUCTION

This chapter introduces the study on developing a competency framework for environmental policy implementation by Morogoro Municipal Council in Tanzania. The chapter begins with the orientation of the study in order to contextualise the concept of managerial competency followed by the problem statement. The chapter also presents the research objectives, research questions and central theoretical statements. Furthermore, the chapter describes the research methodology, the significance of the study and finally concludes with the chapter layout of the thesis.

1.2 ORIENTATION

In public organisations, the strategies to develop human resources include the development of competent managers, who are charged inter alia, with the obligation of policy implementation. This implies that managerial competency is one of the public administration functions for empowering public managers in successful implementation of national and organisational policies (Armstrong, 2008:100). Since this study is about policy implementation by a public organisation, this section briefly reviews the theory of Public Administration. A brief review of Human Resource Management and Development is conducted before proceeding to the managerial competency in order to contextualise the study within the boundaries of the discipline of Public Administration.

The diversity and complexity of public administration in terms of theory and practice have made it difficult, if not impossible, to find a single satisfactory definition of the concept (Nigro & Nigro, 1973:3; Waldo, 1994:4-14; Rutgers, 2010:1-3). Nigro and Nigro (1973:3) argue that, when a single sentence definition is given, it is usually followed by an additional explanation from the writer. Although Waldo (1994:4) tries to provide a single sentence definition of public administration as “the art and science of management applied to affairs of state”, the author maintains that single sentence definitions of the concept do not significantly help to advance the reader’s understanding. The difficulty lies in defining the boundaries of a concept related to practices that keep changing with time due to a variety of factors. Nevertheless, Nigro and Nigro (1973:4-18), after presenting a detailed account of efforts to define public administration in a broad sense, conclude that public administration:
a) is a cooperative group effort in a public setting;  
b) covers all three government arms, namely the executive, legislature and judiciary, and their interrelationships;  
c) has an important role in the formulation of public policy; and  
d) is significantly different from private administration, though closely associated with private groups and individuals in the delivery of services to the community.

In a similar effort to define the concept, Hood (cited by Osborne, 2013:418) presents the following key elements of public administration:  
a) the dominance of the Rule of Law;  
b) a focus on administering a set of rules and guidelines;  
c) a central role for the bureaucracy in policy-making and implementation;  
d) the politics-administration interface within public organisations;  
e) a commitment to incremental budgeting; and  
f) the hegemony of the professional delivery of public services.

The study deduces from the above definitions that public administration is obligatorily practised by the state and other public organisations, either as discrete units or through collaborative efforts to maintain order and involves formulating public policies and delivering services to the public as part of policy implementation. The United Nations (UN) (2007:iii) describes public administration as a constituent pillar of governance, which in a very general sense means rule-making or steering, although it has several dimensions (Kjær, 2014:19). Governance can also be referred to as the way in which power is exercised to manage a country's resources for the improvement of societal welfare (Mudacumura, 2014:4).

The development of Public Administration as a field of study has been marked by paradigmatic changes, from traditional Public Administration to New Public Management to Public Governance (Osborne, 2013:417). These paradigmatic changes have been associated with various public sector reforms that have aimed, among other things, at improving managerial performance, accountability and efficiency in service delivery (Blaug, Horner, & Lekhi, 2006:23-25; Bowornwathana, 2010:82; Christensen & Lægreid, 2013:1). These reforms in turn necessitated different perspectives on public human resource management (HRM), as a function of public administration. Consequently, a more focused perspective on the effectiveness, efficiency and capability of public servants characterises the current public HRM function (Christensen & Lægreid, 2013:2).
With the inception of modern management theory, different terminologies came to be used to refer to the roles and functions of employees, such as “personnel”, “industrial relations”, “employee relations” and lastly, “human resources” (Mote & Heil, 2014). In the 1960s, the perception that employees of organisations were resources was already taking root. For example, in 1961 Likert (cited by Shipton, 2005:27) was one of several people who campaigned for a change in the approach to management by promoting a shift in thinking from personnel administration to HRM. Before the concept became popularised, there were several debates in journals about the nature of HRM that raised some doubts about the clarity, smoothness and universality of the shift (Shipton, 2005:27). Mote and Heil (2014) point out that HRM became a recognised profession during the 1970s, with a major focus on recognising employees as resources (Price, 2007:20-24).

While HRM can be defined in different ways due to its wide usage, in its broad sense the concept entails the management of all decisions within an organisation that are related to people. In practice, it helps organisations to make optimal use of their employees, promoting their individual development and complying with government mandates (Mote & Heil, 2014). Unlike earlier approaches, such as personnel administration, HRM links people policies to organisational objectives in a strategic manner. The concept is closely related to organisational strategy, hence the term “strategic HRM” (Price, 2007:251). Due to this strategic link, the emphasis in HRM has shifted from its previous focus on the employees’ welfare to a more fully integrated part of the management structure (Newell & Scarbrough, 2002:30).

In this vein, Armstrong (2008:33) defines strategic HRM as an approach that describes how the organisation’s goals will be achieved by means of human resource strategies and integrated human resource policies and practices. The concept encompasses a set of processes and activities jointly shared by human resources and line managers to solve people-related and organisational problems (Schuler & Walker cited by Armstrong, 2008:34). According to Armstrong (2008:35), the fundamental aim of strategic HRM is to achieve the strategic capability of an organisation in terms of skill, engagement and the motivation needed to attain sustained competitive advantage. To realise this goal, the organisation must adopt an effective human resource development (HRD) plan. The adoption of the HRD plan has promoted the strategic dimension to such an extent that it is now considered to have a pivotal role in the shaping of organisational strategy in particular (Wilson, 2005:11). Thus, strategic HRD is one of various human resource strategies (Armstrong, 2008:107) and one of the primary functions of HRM in organisations (Werner & DeSimone, 2012:9).
The objective of strategic HRD is to enhance human resource capability since human resources are a major source of the organisation’s competitive advantage (Armstrong, 2008:176). Although there is no universally accepted definition of the concept, HRD generally refers to an organised framework to help employees at individual, group and organisational levels to develop their knowledge, skills and ability to achieve organisational objectives (Wilson, 2005:9-10). In the same vein, Werner and DeSimone (2012:4) define HRD as a set of systematic and planned activities designed by an organisation to enable its members to learn the necessary skills to meet current and future job demands. The concept therefore, involves workplace learning and performance improvement as a core process. The implication is that learning for public servants goes beyond academic and professional classroom programmes and this creates a need for the employer’s involvement in developing human resources (Werner & DeSimone, 2012:8). Frank (cited by Wilson, 2005:9) links HRD to improved work performance and individual (behavioural) change, which would in turn be dependent on the development of knowledge and skills. Similarly, Gelletlie (2008:20) contends that successful organisations tend to substantially invest in HRD and to build career structures that support staff development.

Organisations that adopt strategic HRD recognise the fact that public servants cannot depend on their natural talents or the knowledge they have acquired in tertiary education institutions alone to perform their duties satisfactorily in this competitive world. Daft and Marcic (2014:44) also emphasise the reinforcement of natural talent with learnt knowledge and skills obtained thereafter. In short, HRD thus involves efforts to equip individuals and teams with knowledge, skills and the competencies they require in order to perform their current and future tasks successfully (Wilson, 2005:18; Price, 2007:113; Walton cited by Armstrong, 2008:175). In practice, the two (knowledge and skills) are treated as two of the competencies needed to realise the desired organisational and individual achievements (Nassor, 2010:3; Irawan, 2011:219; Kurschus & Pilinkienē, 2012:48). The development of the competency of public servants is thus an important part of HRD (Ruth, 2006:212-213).

Nassor (2010:3) defines a competency as a set of skills, abilities and knowledge that can be taught or developed. Writing on competencies as a tool for employers, Gelletlie (2008:19) considers the adoption of a competency framework in the workplace as a means of objectively establishing what is required for professional practice and then measuring its achievement. Broadly speaking, therefore, the establishment of defined competencies can provide a framework for employers to assess current skills levels and to develop training programmes in efforts to equip staff to take on more complex or more senior roles (Gelletlie, 2008:19). Although
Gelletlie’s article is largely focused on public health, the study argues that competencies can be developed for a variety of functions and in various sectors.

In the context of Tanzanian local government, for effective policy implementation, the study contends that competency development would be useful for both public servants and people’s representatives, particularly the councillors since public servants are responsible for the planned technical and leadership functions of policy implementation, while the representatives are responsible for oversight functions through the Full Council. Public servants can be appointed to head departments and units in the Local Government while there are councillors elected by the people to represent the public in each ward and those who are nominated as representatives of special groups of people such as women. It is important to mention here that, in Tanzania, according to Section 2 of the Public Service Regulations, 2003, the employees of the local government authorities (LGAs) are part of the public servants (URT, 2003a). The Full Council, which comprises all the councillors and members of Parliament (MPs) within the local government area, is the highest legal organ for making decisions that are to be implemented by the public servants (REPOA, 2008:36). Thus, competency development in planning and policy implementation skills would be appropriate for the public servants, while competencies related to oversight and representation roles would be appropriate for the representatives. Moreover, this would promote the competency of the Municipal Council as a whole.

Lado and Wilson (1994:699) classify competencies into managerial, input-based, transformational and output-based competencies. For the purpose of this study, the focus was on managerial competencies. Managerial competencies have been reported to be essential to managers in a variety of managerial roles (Ashkezari & Aeen, 2012:64-67). Slocum, Jackson and Hellriegel (2008:4) define managerial competencies as sets of knowledge, skills, behaviour and attitudes that a person needs in order to be effective in a wide range of positions in various types of organisations. The authors propose a model of six key managerial competencies: communication, planning and administration, teamwork, strategic action, self-management and multicultural areas – all of which are expected to contribute to the effective management of an organisation (Slocum et al., 2008:5). Figure 1.1 that follows presents the six key managerial competencies model. According to the authors, a variety of managerial competencies should be developed by all managers, even if they don’t have an immediate use for all of them, but have the expectation of attaining another position in the future due to the dynamic nature of organisations (Slocum et al., 2008:15). However, some managers tend to have only some
competencies while lacking others. According to Slocum et al. (2008:5), senior managers have to master a mix of competencies and thus they should be strong across all six competencies.

![Figure 1.1: A model of Managerial Competencies](image)

Source: Slocum et al. (2008:5).

Louw (2012:30) provides a similar definition of managerial competencies and presents a model with six managerial competencies. These are: planning and administration competencies, teamwork competencies, communication competencies, strategic action competencies, global awareness competencies, and emotional intelligence and self-management competencies. Comparing the six competencies proposed by Louw (2012:30) with those of Slocum et al. (2008:5), it is noted that the two models are similar in four sets of competencies, namely planning and administration, teamwork, communication and strategic action. Slocum et al.’s (2008:5) self-management competency is treated as part of the emotional intelligence and self-management competency, while Louw (2012:31) refers to Slocum et al.’s multi-cultural competency as the global awareness competency.

Spencer and Spencer (cited by Kurschus and Pilinkienê, 2012:48) describe a structure for competencies as comprising knowledge, skills, personal conception, personal characteristics and motivation. The authors further categorise the components into two major categories, namely the clearly visible category (knowledge and skills) and the hidden category (personal conception, personal characteristics and motivation).

Kurschus and Pilinkienê (2012:48) describe the knowledge and skills category as a surface competency. They insist that the hidden category is highly influential as far as competency is concerned. This suggests that although knowledge is important in developing competency, it
does not necessarily lead to practical skills since it (alone) might fail to demonstrate a person’s ability to perform work that leads to the delivery of results. It is, moreover, difficult to measure the outcome of a manager’s knowledge at work (Kurschus & Pilinkienê, 2012:48). The behavioural and attitude competencies for managers indicated by various sources (Government of Canada (GoC), 2006; Slocum et al., 2008:4; URT, 2008a; South Africa cited by De Wet, 2010; Irawan, 2011; Louw, 2012:30) can be measured in organisations by the Leadership Effectiveness Analysis (LEA) model developed by the Management Research Group. This model presents 22 leadership behaviours grouped into six role competencies: creating vision, developing followership, implementing the vision, following through, achieving results and team playing (MRG, 1998).

If these considerations hold true, it stands to reason that, for the managers of an LGA to acquire the above sets of competencies, they should have certain behaviour-related skills and abilities in addition to the necessary academic and/or professional qualifications. Irawan (2011:219-220) argues that managers need professional competency, which includes possessing technical competency in the areas of their work and demonstrating certain leadership behaviour. Spencer and Spencer (cited by Irawan, 2011:219) identify two categories of competencies relevant to managers based on performance criteria. These categories are:

a) threshold competencies, which are commonly referred to as knowledge and the basic skills essential for each individual for minimum performance at work; and
b) distinguishing competencies, which differentiate superior individuals from average ones in performance.

As these diverse views indicate, it is evident that managerial competency can be viewed and measured from different perspectives, which requires the use of different parameters (Ruth, 2006:213). However, there seems to be fundamental agreement that managerial competency should assist a public organisation to successfully implement its strategy, which includes service delivery.

Publicly-funded organisations such as the Morogoro Municipal Council (MMC) should expect to be held accountable for the delivery of services aimed at achieving prescribed goals that match the identified needs of the communities being served with allocated resources. In the end, the community will judge organisations based on the outcomes of their programmes. Along the same lines, Gelletlie (2008:19) asserts that organisations must maintain public confidence by demonstrating that they operate according to accepted standards. This needs a well-described and
-defined competency framework. Competencies in organisations further help to reduce operational costs, thereby enabling them to expand to other areas of jurisdiction. It is, however, argued that some competency-based approaches are criticised for concentrating on the delivery of target knowledge and skills at the expense of the learning process. Thus, they fail to develop the tools for lifelong learning that are crucial to the continued development of professional expertise. This indicates that the development of competency frameworks for organisations is a sensitive function, which is both difficult and time-consuming (Gelletlie, 2008:20).

In order to improve the competencies of managers in public organisations, it is imperative to formulate and effectively implement a managerial competency framework that defines the competency profile needed by different managerial levels. Different countries have developed managerial competency frameworks for their public organisations. For example, in Canada the Public Service HRM Agency and the Public Service Commission (PSC) developed a key leadership competencies profile that reflects the leadership skills, abilities and characteristics needed for sustainable public services (GoC, 2006:1). The profile is used for setting qualification standards and assessing candidates for the appointment to senior leadership positions. The profile is also used to determine leadership development programmes, PSC assessment tools and HRM policies. Government departments and agencies are encouraged to implement the profile as it is or customise it to reflect their particular requirements (GoC, 2006:1). The profile consists of three major components, namely:

a) a model comprising four competencies common to all management levels;

b) specific effective behaviour for each competency at each of the levels; and

c) generic ineffective behaviour for each competency for all levels.

In the Republic of South Africa, the Department of Public Service and Administration initiated a process for the development of competency frameworks for all managerial levels. The senior management framework, which was developed in the late 1990s, recommended that senior public sector managers should possess knowledge and skills and they should demonstrate certain behaviours and aptitude, which are measured against 11 identified managerial competencies (South Africa cited by De Wet, 2010:18). According to De Wet (2010:19), the competency framework evolved into a Leadership Development Management Strategic Framework in 2007.

Tanzania was no exception to the efforts of developing a managerial competency framework. The Tanzania Public Service Leadership Competency Framework (LCF) was developed under the guidance of the President’s Office responsible for Public Service Management (PO-PSM) in
2008. In 2010, Tanzania was still in the process of updating the framework (Nassor, 2010). The LCF, which defines leadership competency as possessing a combination of certain exemplary knowledge, skills, abilities and behaviour (URT, 2008a:12), comprises the following four major components (URT, 2008a:11):

a) the leadership model, which presents 24 leadership competencies, eight clusters and four themes;

b) leadership profile identifying eight competencies of four leadership roles (emerging, programme, operational and strategic);

c) leadership map, which describes successes for each competency for assessment and development of individual and organisational leadership capacity; and

d) leadership curriculum outline, which is a matrix summarising the competency knowledge and skills required for the four leadership roles.

Thus, for the purpose of this study, competencies are understood as personal attributes which enable managers to portray effective performance in environmental policy implementation. Additionally, a competency framework was conceived as a conceptual structure that defines specific competencies needed by managers in environmental policy implementation.

1.3 PROBLEM STATEMENT

Although there have been various models of managerial competency, none of them can avoid criticism (Kurschus & Pilinkienê, 2012:52). Of all the models reviewed in this study, none specifically focuses on the management competency required for the effective implementation of environmental and other sectoral policies. More specifically, even the national leadership competency frameworks (GoC, 2006; URT, 2008a, Nassor, 2009:27) do not specify sets of managerial competencies required to implement different sectoral policies (such as environmental policy) in the local government and other public manager’s areas of jurisdiction. In Tanzania, in particular, while it is common for the head of an environmental department or unit in local government to hold a certain academic qualification and a certain level of professional experience, the national LCF and the managerial competency models discussed here are silent on this sectoral specificity. It is therefore difficult to establish whether managers are competent enough in environmental policy implementation at local level. This indicates a need to adopt a specific managerial competency framework that specifies an appropriate environmental managerial profile. In the opinion of various scholars (Ruth, 2006:208; Nyhan, cited by Kurschus & Pilinkienê, 2012:52; Seig, cited by Kurschus & Pilinkienê, 2012:52) the
competency sets proposed by various managerial competency models do not adequately define the role of a manager because they lack the specificity commensurate with the expected functions. Similarly, Kurschus and Pilinkienê (2012:52) contend that the available models are too generalised and are merely “sophistic improvements” on the early works written in 1940s. The authors maintain that the structure of managerial competency should depend on a concrete situation and must, as a general guide, include the following components:

a) common managerial and technical knowledge;
b) communication skills;
c) psychological and behavioural abilities; and
d) cognitive skills.

The authors further emphasise separating sets of managerial competencies by levels in order to provide a better framework for determining the effectiveness of managers in the context of a certain organisation (Kurschus & Pilinkienê, 2012:52). The above view recognises different managerial situations and their specific areas of professional expertise. This implies that an environmental manager will need a set of competencies that are different from a manager in another field. Since environmental problems are increasingly becoming a global challenge (Mwandosya, 2006:2), the need for competent environmental managers in implementing global environmental resolutions through national and local policies, is undeniable (URT, 1997a:41). The current models and frameworks are inadequate to the task of encouraging organisations to invest their resources in making their managers competent enough to meet future challenges (Collins et al. cited by Kurschus & Pilinkienê, 2012:52). Regarding the MMC, it is unknown whether it has the necessary managerial competencies needed by its managers that are responsible for environmental policy implementation, since it has neither identified nor implemented any specific competency framework for its specific context. However, considering several environmental challenges – that are discussed momentarily – the deduction can be made that there is a lack of environmental management competency in the implementation of environmental policy among both officials and councillors.

Although Tanzania has formulated several policies on environment related sectors (such as forestry, agriculture, health, livestock, mining, water and wildlife) to promote the attainment of environmental sustainability, the guiding (core) policy is the National Environmental Policy (NEP), 1997, which is a cross-cutting sector policy. The implementation of the Policy is assisted by the Environmental Management Act (EMA) (20 of 2004), which is the comprehensive
“umbrella” Act for all aspects pertaining to environmental management in Tanzania. This Act repealed the earlier National Environmental Management Act (19 of 1983), but continues to provide for the existence of the National Environmental Management Council (NEMC) of Tanzania, established in 1984. The NEMC is responsible for all national environmental regulatory and advisory functions. Working under the Vice-President’s Office, the NEMC gives advice on all matters pertaining to environmental conservation and management across all ministries and sectors, and works in consultation, collaboration and partnership with other environmental stakeholders (UN-HABITAT, 2009:18).

The NEP, 1997, identifies six major environmental problems of concern that are important to the economic wellbeing of the country and the health of the people. These are (URT, 1997a:5):

a) land degradation;
b) lack of accessible, good quality water for both urban and rural inhabitants;
c) environmental pollution;
d) loss of wildlife habitats and biodiversity;
e) deterioration of aquatic systems; and
f) deforestation.

Though common in most parts of the country, the problems manifest in different forms at different magnitudes in diverse areas of the country (Swenya, Kabisama & Kipobota, 2012:178). Moreover, although not mentioned as part of the six major problems, the Policy is used to deal with climate change problems, as well as solid and liquid waste issues (URT, 1997a:10-26).

With the above institutional, legal and policy efforts (NEMC, EMA and NEP) in place since the 1980s and 1990s, it is expected that considerable achievements in environmental objectives should have been realised in all areas of the country. However, the situation is complex and is complicated even more by environmental problems in urban areas of the country. These are becoming increasingly persistent. For example, Murti (2011), Oteng-Ababio (2011), Uiterkamp, Azad and Ho (2011) and Manyele and Lyasenga (2013) document the problem of municipal solid waste in urban areas and its impact, such as public health threats. Yhdego (1988:177-178) reports unwelcome smells, smoke in the community near the dumping areas and the consumption of unsafe foodstuffs by waste scavengers as particularly problematic. According to Yhdego (1991:264), solid wastes dumped in open areas are associated with many diseases, including malaria, filariasis, plague, eye irritation, tuberculosis and diarrhoea. Manyele and
Lyasenga (2013:50) argue that the spread of infectious diseases in the Ilala and Kinondoni municipalities can be attributed to the poor handling of solid wastes.

The Morogoro Municipality is no exception when it comes to environmental problems in Tanzania. The Municipality is facing increased environmental problems, including those caused by municipal solid and liquid wastes, as well as water scarcity and contamination, rapid urbanisation and over-utilisation of natural resources (UN-HABITAT, 2009:11-18; MORUWASA, 2013). UN-HABITAT (2009:18) notes that the Municipality also faces environmental problems such as water pollution from untreated wastewater, pit latrines and septic tanks, air pollution from emissions of motor vehicles and industrial processes and deforestation (due to cutting down forest trees for construction and charcoal making), which ultimately results in soil erosion. Table 1.1 below presents a summary of an inventory of controlled waste for the Morogoro, Tanga and Iringa municipalities, as well as Arusha, Mbeya and Dar es Salaam cities as reported by URT (2012a:24). Figures from the table show that the Morogoro Municipality is the lead producer of determined waste in Tanzania, with 53.2 % being industrial, hazardous waste.

**Table 1.1: Summary of controlled waste in Tanzanian cities and municipalities**

<table>
<thead>
<tr>
<th>City/Municipality</th>
<th>Waste stream (tons)</th>
<th>Industrial hazardous waste (tons)</th>
<th>City/municipal total waste (tons)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Morogoro</td>
<td>960.2</td>
<td>1,089.4</td>
<td>2,049.6</td>
</tr>
<tr>
<td>Arusha</td>
<td>1.5 + ND</td>
<td>1.5 + ND</td>
<td>3.0 + ND</td>
</tr>
<tr>
<td>Tanga</td>
<td>0.4</td>
<td>1.5</td>
<td>1.9</td>
</tr>
<tr>
<td>Iringa</td>
<td>0.8</td>
<td>0.2</td>
<td>1.0</td>
</tr>
<tr>
<td>Mbeya</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
</tr>
<tr>
<td>Dar es Salaam</td>
<td>305.5</td>
<td>432.3</td>
<td>737.8</td>
</tr>
<tr>
<td>Total</td>
<td>1,268.4</td>
<td>1,524.9</td>
<td>2,793.3</td>
</tr>
</tbody>
</table>

ND = Not Determined


The problem of waste as shown in Table 1.1 indicates a need for the MMC (as a mandated LGA) to enhance its competency with regard to the implementation of the NEP, 1997. The MMC is expected to effectively work on Sections 28 and 29 (relating to environmentally-friendly technologies), 50 (describing waste disposal services) and 55 (discussing environmentally sound waste management systems in human settlements) of the NEP, 1997, in order to reduce the
severity of the waste problem (URT, 1997a:10, 16, 18). Practically, the study argues that this needs competent managers in the departments tasked with environmental management.

The problem of climate change has also been reported to affect the Morogoro Municipality. Temperature data from the meteorological station in Morogoro for the period 1974 to 2004 show an increasing trend signifying the problem of climate change (URT, 2007a:18-19). During land preparation for farming, incidents of setting fires that spread beyond the farming areas and reach the bushy areas of Uluguru Mountains are quite common. Another source of bush fires is the illegal hunting of wild animals in the bush and forest on the outskirts of the mountains (Nkombe, 2003:4; Damalu & Eves, 2009:2). According to Nkombe (2003:4), the illegal hunters set fires to drive animals in the direction of areas where they can be easily caught. The fires often become uncontrolled and detrimental to both the environment and to the neighbouring communities.

Being a LGA, the MMC is the overseer of environmental matters within the Morogoro Municipality. The NEP, 1997, stipulates in Sections 101 and 102 the position of LGAs as the determining factor in the achievement of environmental objectives as follows:

“Local authorities represent the most powerful tier of Government. They provide the most accessible channels for people to express their concerns and take action to create sustainable conditions. Since so many environmental problems and solutions have their roots in local activities, local authorities are a determining factor in fulfilling environmental policy objectives. Local authorities are responsible for constructing, operating, and maintaining economic, social and environmental infrastructure. Local authorities shall be responsible for overseeing planning processes and for establishing local environmental policies and regulations. At the level of governance closest to the people, local authorities are best placed to play the vital role of educating, mobilising and responding to their public to promote environmental objectives” (URT, 1997a:39-40).

Linking the above quotation with the prevailing environmental conditions in the Morogoro Municipality suggests that the Municipal Council faces serious challenges in terms of realising the environmental policy objectives in its local context. Although it is difficult to exhaustively identify all the challenges, UN-HABITAT (2009:18) notes that a lack of coordination and cohesion among the primary environmental policy actors has negatively impacted environmental policy implementation. According to UN-HABITAT (2009:18), the actors include central government, local government, the private sector, the business sector, non-governmental
organisations, community-based organisations, individual community members and development partners. The ineffective implementation of the EMA, 2004, in other areas of Tanzania has also been reported by Sosovele (2013:83). The author stresses that “the responsible officers in the municipalities are expected to know and be aware of the various laws because they are their guiding tools in their operations” (Sosovele, 2013:83). The ineffective implementation of the NEP, 1997 in the Morogoro Municipality indicated by the UN-HABITAT (2009:18) can hardly be separated from the inadequacies of the Council’s competency in terms of environmental policy implementation because it is the organ responsible for coordinating, administering and overseeing policy implementation in the area, according to the Local Government (Urban Authorities) Act (8 of 1982) and the NEP (URT, 1982:32-35; URT, 1997a:39-40). Thus, the successes and challenges related to environmental policy implementation at local level should not be separated from the managerial competency of the local government.

The study therefore aims to propose the development of a managerial competency framework for the MMC with specific emphasis on the implementation of the NEP, 1997 and its associated functions. Specifically, the research objectives are outlined in the next section.

1.4 RESEARCH OBJECTIVES

Given the above orientation and problem statement, the objectives of the study were to:

a) Investigate managerial competency-based theories and models relevant to government for the successful implementation of environmental policy in the local context.

b) Identify and describe the Tanzanian statutory framework enabling human resource managers to implement environmental management initiatives with special reference to competency development within the local government context.

c) Analyse and report on the current managerial competencies of MMC with respect to implementation of the NEP, 1997.

d) Propose a competency framework for MMC with respect to the implementation of the NEP, 1997.

1.5 RESEARCH QUESTIONS

Based on the above research objectives, the following were the research questions for the study:

a) What are the theoretical foundations relating to the competency of government, with specific emphasis on the implementation of environmental policy in the local context?
b) What is the Tanzanian statutory framework that enables HRM, HRD and environmental management in the local government context?

c) What are the current managerial competencies of the MMC with respect to the implementation of the NEP, 1997?

d) What are the alternative options for the improvement of the competencies of MMC related to the implementation of the NEP, 1997 as proposed by a competency framework?

1.6 CENTRAL THEORETICAL STATEMENTS

Considering the problem statement, research objectives and research questions of this study, the following theoretical statements are made regarding the development of a managerial competency framework specific to the implementation of the NEP, 1997, in Tanzania by a LGA such as MMC in its local context:

a) LGAs in Tanzania are capable government agencies that are mandated to oversee the achievement of environmental objectives in their areas of jurisdiction through establishing operational policies and by-laws that will serve as a guide to educating and mobilising the public (URT, 1997a:30-31). Since the current environmental policy and legislative instruments do not seem to lessen the severity of environmental problems in urban areas of the country, including in the Morogoro Municipality (URT, 2007a; Murti, 2011; Oteng-Ababio, 2011; Manyele & Lyasenga, 2013), the challenge seems to be related to the competency of public servants and councillors to ensure the implementation and oversight of the policy instruments.

b) The possession of substantial managerial competencies by the public managers of the implementing agencies is one of the important conditions for effective policy implementation (Sabatier & Mazmanian, 1994:419). Managerial competencies are important in terms of promoting the competitive ability of public organisations that aspire to meet the expectations of the public (Wilson, 2005:18; Price, 2007:113; Vazirani, 2010:129; Daft & Marcic, 2014:44). Therefore, as part of the HRD strategy, each LGA in Tanzania, including the MMC, needs a managerial competency framework that specifies competencies for various managerial positions and functions, including the implementation of the NEP, 1997, in their local contexts, as emphasised by Kurschus and Pilinkienê (2012:52).

c) General managerial competency models and national frameworks are inadequate to the task of guiding managers satisfactorily in their managerial functions in their local contexts (Ruth, 2006; Kurschus & Pilinkienê, 2012:52; Nyhan cited by Kurschus & Pilinkienê, 2012:52;
Seig cited by Kurschus & Pilinkienê, 2012:52). Similarly, single models cannot suffice when studying and hence developing managerial competencies for policy implementation by a public organisation such as the MMC. This is because it is difficult to find a single model that fits the local contexts of all organisations and functions (Caruso, 2011; Kurschus & Pilinkienê, 2012:52). Thus, managerial competency frameworks should have specificity to certain professions and managerial functions (Krajcovicova, Caganova & Cambal, 2012:1119), such as environmental policy implementation.

d) Organisations require managerial competencies for their managers in a wide range of functional areas, including communication, planning and administration, teamwork, strategic action, multicultural competence and self-management (Slocum et al., 2008), as well as global awareness and emotional intelligence (Louw, 2012:30). They also require input-based, transformational, output-based and other types of competencies (Lado & Wilson, 1994). These requirements, coupled with the inadequacies in managerial competency models and frameworks, necessitate the adoption of a combination of different competency models and frameworks to guide this study.

1.7 RESEARCH METHODOLOGY

Research methodology refers to both the science of studying how to carry out research and a systematic process of solving a research problem (Sahu, 2013:3). According to Creswell (cited by Petty, Thomson & Stew, 2012:378), a research methodology is a strategy of enquiry which guides a set of procedures. Research methodology encompasses various steps and the accompanied methods or techniques to study the research problem in a logical sequence (Babikir, Ali & Elwahab, 2009:17; Sahu, 2013:3). This study involved a literature review and empirical investigation, as detailed below.

1.7.1 Literature review

The literature review was one of the methods used to accomplish the objectives of this study. Bhattacherjee (2012:21) identifies three purposes of a literature review, including (a) surveying the current state of knowledge in inquiry; (b) to identify key authors, articles, theories and findings in that area; and (c) to identify gaps in knowledge in the area of concern. Thus, primary literature was used as the foundation of the study. This included previous studies, reports by international organisations and those from the United Republic of Tanzania (government reports), journals, conference proceedings and research reports pertaining to the topic.
A preliminary assessment indicates that sufficient material and literature are available, especially with respect to the environmental situation in the urban areas of Tanzania, as well as on policy, legislative and institutional arrangements (URT, 1997a; UN-HABITAT, 2009). The databases consulted in order to ascertain the availability of literature include EBSCO Academic Search Elite and the catalogue of books at Ferdinand Postma Library at the North-West University, Potchefstroom Campus.

1.7.2 Empirical investigation

After the review of the literature, the empirical investigation involved the collection of primary data from the specific context. Coupled with the literature review, the empirical study was instrumental in developing a competency framework for the MMC with specific emphasis on the implementation of the NEP, 1997.

The following section describes the study’s research design, sampling procedures, instruments and methods of data collection, reliability and validity, data analysis, limitations and delimitations of the study, as well as ethical considerations.

1.7.2.1 Research design

Bhattacherjee (2012:21-22) describes a research design as a blueprint of the activities to be undertaken in order to satisfactorily answer a certain set of research questions. The research design includes selecting research methods, operationalising constructs of interest and devising an appropriate sampling strategy. In order to ensure a strong research design, an appropriate approach that matches the researcher’s perception about the reality of the phenomenon being studied is necessary (Ghezeljeh & Emami, 2009:16).

A qualitative research approach with a grounded theory design was adopted for this study. Unlike quantitative designs, qualitative research does not use numbers to test hypotheses or derive conclusions but extrapolates evidence for a theory from what people say or write (Field, 2009:792). The grounded theory design involves reflecting on academic literature or theories, identifying primary data and finally developing new propositions in relation to the phenomenon being studied (Zachariadis, Scott & Barrett, 2013:866). The design, which was initially developed in 1967 by two American Sociologists, Barney G. Glaser and Anselm L. Strauss (Burck, 2005:244; Kenny & Fourie, 2014:1; Howard-Payne, 2016:50) seeks to build a theory or framework based on primary (or actual field) data (Jones, 2009:30). The selection of the design
in this study was supported by the nature and objectives of the study, which required an in-depth analysis of a case, identifying the relevant competencies needed and thereafter developing a proposed competency framework for use by the MMC.

1.7.2.2 Sampling

Before beginning to present the sampling techniques used, it is important to introduce the population of the study. According to Bhattacherjee (2012:65), the population of a study can be defined as all people or items (units of analysis) with the characteristics that one wishes to study. The population of this study was divided into two categories, namely the municipal managers and councillors. Since it is not possible to include all the subjects of the population, sampling was done in order to source members of the population used in the study. Sampling refers to a process of obtaining a smaller number of items from a population for use to draw conclusions regarding certain characteristics of the whole population (Sahu, 2013:45; Sreejesh, Mohapatra & Anusree, 2014:19). The smaller number of items selected for the study is referred to as a sample, which is generally a subset of the population (Sreejesh et al., 2014:19).

The sampling process makes use of a list (if available) of all the research subjects or, generally speaking, a list of all the items of the population. This list is known as the sampling frame. In this study, the sampling frame was a list of all the officials with management positions and the councillors of MMC. To obtain the relevant data on the competency of the Municipal Council with respect to implementation of the NEP, 1997, officials tasked with the specific duty of implementing the policy were needed for the study. This signified the adoption of non-probability sampling, particularly the purposive sampling technique, to obtain the sample. In purposive sampling, the selection of research subjects is based on their relevance to the study as determined by the researcher (Sahu, 2013:60).

In this study, sampling involved different municipal managers and councillors at different points in time with a view to realising particular objectives. In the first stage, the purposive sampling technique was used to select managers who are involved in the coordination and monitoring of environmental policy implementation within the Municipality. By virtue of his or her position as the Chief Executive Officer (CEO) who oversees the implementation of all policies in the community, the Municipal Executive Director (MED) was selected to the sample. The municipal council has 12 departments and seven units, the heads of which are administratively answerable to the MED. The head of the Department of Health, Environment and Sanitation and that of the Department of Urban Planning, Lands, Natural Resources and Environment were selected due to
their positions as the heads of the departments responsible for environmental obligations. Four other managers were selected for the sample due to their roles that link with environmental achievements under the coordination of the two departments responsible for environmental policy implementation. The head of the department of Human Resources and Administration and one head of the Legal Unit were selected based on their roles, which are linked to environmental achievements. A total of nine respondents were included in this stage of the research.

In the second stage of sampling, ward councillors were selected because they are responsible for overseeing the implementation of all policies. The Morogoro Municipality has 29 wards and each ward is represented by a ward councillor, elected by ward members during general elections. Through purposive sampling, the mayor, who is one of the 29 councillors, was included in the sample due to his position as the chairperson of the Full Council of the Municipality. The Full Council, as the supreme organ of the Municipality, performs an oversight function and provisionally approves all the by-laws and local policies before they are submitted to the Minister responsible for Local Government for final adoption (URT, 1982:44-45).

Fifty percent (50%) of the remaining 28 ward councillors were selected using simple random sampling since their socio-economic environment is homogeneous (i.e. there is no specification for special classes of people or tribal stratification since all wards within the municipality consist of multicultural communities). This resulted in 14 ward councillors apart from the mayor. A total of 15 respondents were included in this stage of sampling.

Since the Local Government Training Institute (LGTI) is responsible for designing and delivering different capacity building programmes for LGAs, it was purposively selected to supplement the sample. The LGTI was established by the Local Government Training Institute Act (26 of 1994) as a body corporate. Briefly, the Institute aims, *inter alia*, to improve the performance of the LGAs through appropriate training, research, consultancy and advisory services in areas of administration and management (URT, 1994:4; LGTI, 2014). Three respondents from LGTI were purposively selected, ensuring that they were among the capacity building members involved policy implementation training programmes. The whole process led to a total sample of 27 respondents. Table 1.2 below shows a summary of the sample categories and the number of respondents drawn from each category.
Table 1.2: Summary of the sample categories

<table>
<thead>
<tr>
<th>Sample category</th>
<th>Total number</th>
<th>Number included in the sample</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Municipal managers:</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>MED</td>
<td>1</td>
<td>1</td>
<td>The MED is the CEO</td>
</tr>
<tr>
<td>Heads of the departments responsible for environmental policy implementation</td>
<td>2</td>
<td>2</td>
<td>Department of Health, Environment and Sanitation, Department of Urban Planning, Lands, Natural Resources and Environment</td>
</tr>
<tr>
<td>Other managers responsible for environmental policy implementation</td>
<td>4</td>
<td>4</td>
<td>Department of Urban Planning, Lands, Natural Resources and Environment</td>
</tr>
<tr>
<td>Other managers</td>
<td>1</td>
<td>1</td>
<td>Department of Human Resources and Administration</td>
</tr>
<tr>
<td>Heads of units</td>
<td>7</td>
<td>1</td>
<td>Legal Unit</td>
</tr>
<tr>
<td>Representatives:</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Municipal Mayor</td>
<td>1</td>
<td>1</td>
<td>The mayor is the chairperson of the council</td>
</tr>
<tr>
<td>Ward Councillors</td>
<td>28</td>
<td>14</td>
<td>Simple random sampling technique adopted</td>
</tr>
<tr>
<td>Institution responsible for capacity building:</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Members from LGTI</td>
<td>NA</td>
<td>3</td>
<td>Purposive sampling adopted</td>
</tr>
<tr>
<td>Total</td>
<td>44+NA</td>
<td>27</td>
<td></td>
</tr>
</tbody>
</table>

NA = Not available

1.7.2.3 Instrumentation and data collection

The study made use of triangulation, adopting multiple data sources and methods, including theory, policies, legislation (national frameworks and laws, municipal by-laws) and interviews. Triangulation in data collection and analysis improves the credibility of qualitative research, particularly validity and reliability (Bhattacherjee, 2012:110; Babbie & Mouton cited by Diedericks, 2013:16). Interviews and a document review were used as the main data collection methods for the empirical study. These methods, described below, complemented the theory part (review of literature) of the study.

1.7.2.3.1 In-depth interviews

An in-depth interview is the most common method of data collection in qualitative studies, particularly those involving grounded theory (Petty et al., 2012:378). An in-depth interview is a qualitative data collection method whereby a trained moderator engages in a dialogue with an individual to obtain detailed information about a phenomenon being studied (Sreejesh et al., 2014:47).
In this study, individual in-depth interviews were arranged with all respondents selected as described in the previous section. Individual interviews have been reported to be useful in exploring the experiences of individuals in different areas (Petty et al., 2012:380). The Morogoro Municipality’s management (the MED, heads of selected departments and heads of selected units) was interviewed with respect to managerial competency development in environmental policy implementation within the local context of the Municipality. Interviews were also conducted with the Municipal Mayor about oversight functions such as the approval of local policies and plans in relation to the types of competencies needed for environmental achievements. The selected councillors were interviewed in the same manner, with a focus on the competencies needed for successful oversight and environmental policy implementation functions in their local areas of representation. Interviews on the competencies needed by LGAs for successful implementation of the NEP, 1997, were also conducted with members of the LGTI who were responsible for building the capacity of the Tanzanian LGAs.

Interview guides (Annexures 1-3) for all sample categories were prepared prior to the interviews in such a way that they were flexible and open enough to allow the respondents to freely provide relevant data. The actual in-depth interviews were preceded by a field visit, which was part of the preliminary stage of data collection.

1.7.2.3.2 Document review

In social science research, the review of documents is an important data collection method. Documents refer to organisational or programme records, including (but not limited to) memoranda and correspondence, official publications, performance reports, memorabilia (archives), personal diaries and letters (Patton, 2003:2). Documents are a good source of secondary data in research (Sreejesh et al., 2014:33). Patton (2003:6) emphasises the mix of interviews with the review of documents in collecting data for qualitative studies.

For the collection of secondary data, this study involved the review of relevant documents about competencies for environmental policy implementation within the context of the Morogoro Municipality.

1.7.2.4 Reliability and validity

Reliability and validity are important aspects of social science research. Reliability refers to the extent to which measurements are repeatable under different conditions or in different situations,
while validity is about the meaningfulness of research components in determining whether the researchers are measuring what they intended to measure (Drost, 2011:106-114). Thus, ensuring validity and reliability in social science research improves the quality of the findings and hence the overall research quality. Robson (1993:67) contends that ensuring the validity of research data helps to reduce the scepticism about the findings.

The aforementioned description of the concepts of reliability and validity has a close bearing to their application in quantitative research. Different from quantitative research where validity helps to improve the accuracy of the collected data, in qualitative studies, validity is emphasised throughout the research process, from the design, data collection and analysis to the interpretation and inference stage (Zachariadis et al., 2013:859). Ensuring validity in qualitative studies does not have standard cross-cutting criteria that are relevant to all studies (as in quantitative approaches); rather, it can be achieved by ensuring the quality of specific studies or research projects through such strategies as continual verification of the responses, self-reflection, peer debriefing, sampling sufficiency and audit trails (Miller, 2008:909).

Bryman (2012:389-393) discusses ways to assimilate the concepts of validity and reliability from quantitative research into qualitative research. Referring to the earlier studies (Lincoln & Guba, 1985), the author proposes two alternative quality criteria for qualitative research – which are trustworthiness and authenticity (Bryman, 2012:390). With regard to trustworthiness, the following four criteria for quality of qualitative research are suggested (Bryman, 2012:390-393):

a) **Credibility**: this criterion parallels the internal validity equivalent of quantitative research. In qualitative research, a certain social reality can be explained by several accounts whose acceptability is determined by the credibility or feasibility arrived at by the researcher. Employing more than one methods of data collection and following a known good practice helps to improve the credibility of the findings (Bryman, 2012:390). In order to improve the credibility of the findings, this study employed interviews and review of policies, legislations and government reports. Additionally, continuous verification of the data and self-reflection were accorded the importance they deserved in order to ensure the collection of credible data. Moreover, before the actual data collection began, prior arrangements (including appointments) were made in a participatory manner with the respondents, thereby facilitating consensus on the dates for the actual interviews.

b) **Transferability**: this criterion parallels the external validity equivalent of quantitative research, thus contributing towards the generalisability of the research findings. Unlike
quantitative research, qualitative research is mostly concerned about studying a small group of the population intensively resulting in contextually oriented findings with relevant significance of the studied phenomenon in the society. Thus, the findings provide an input for further studies to find out areas of the possible transferability to other settings (Bryman, 2012:392). Since this study focused on managerial competency framework for MMC only, the findings cannot guarantee transferability to other LGAs in Tanzania.

c) **Dependability**: this criterion parallels the reliability equivalent of quantitative research. Lincoln and Guba (1985:316) argue that there can be no credibility without dependability and that demonstration of credibility may (although not sufficiently) establish dependability. Thus, in line with the aforementioned sense, employing more than one data collection methods (as was the case in this study), improves the dependability of the findings since it improves the credibility of the findings. Auditing of the data and findings from the accuracy point of view is another method suggested to improve the trustworthiness of qualitative research in terms of dependability (Lincoln & Guba, 1985:318; Bryman, 2012:392). In this study, the records of all the phases of the research process were kept as suggested by Bryman (2012:392) followed by checking and cleaning of the collected interview data from any errors prior to the analysis phase. Additionally, the secondary data were cross-checked to ensure that they matched with the objectives of the study. The findings were also assessed by the promoters to ensure aligning with the research objectives and the cited sources as suggested by Lincoln and Guba (1985:318).

d) **Confirmability**: this criterion parallels objectivity of quantitative research. While complete objectivity in qualitative research is impossible, confirmability is about ensuring that personal bias has been avoided either in terms of the data values or in theoretical inclination and the associated findings (Bryman, 2012:392-393). Thus, the auditing of data and findings suggested for improving dependability is also relevant for the establishment of confirmability (Lincoln & Guba, 1985:319-320; Bryman, 2012:392-393). In this study, interview notes were taken exactly as provided by the respondents and later transcribed in the same way in order to avoid the researcher’s bias.

With regard to the criteria for improving authenticity, Bryman (2012:393) argues that the criteria raise issues concerning political impact of research and that they are more relevant to action research. Since this study did not adopt action research methodology, the authenticity criteria aimed at promoting the action of the community members were not considered.
1.7.2.5 Data analysis

Data analysis refers to the interpretation of the collected data by using techniques appropriate to the requirements of the study (Sreejesh et al., 2014:21). This important step in qualitative research constitutes an essential link between the collected data, findings and higher order concepts (Van den Hooaard & Van den Hoonaaard, 2008:186). For a grounded theory study, data analysis involves continuous comparison of the analysis to the raw data. This might at times require the researcher to revise the interview guide or to refocus future interviews in a certain direction (Van den Hooaard & Van den Hoonaaard, 2008:186).

In this study, the data collected from in-depth interviews were transcribed prior to analysis. Then themes and codes were developed for analysis purposes. Each theme had different codes representing the related value labels of the reference variable. The themes and codes were based on sets of competencies developed from the literature study and from the respondents. Of the three coding techniques (open, axial and selective) described by Bhattacherjee (2012:113-115), open and axial coding techniques were used because they could be handled simultaneously due to their flexibility. The nature of the study, which required the assessment of several sets of competencies simultaneously, was another reason for selecting the two techniques. The analysis was performed with the use of ATLAS.ti version 7.5 (ATLAS.ti 7.5), a computer assisted qualitative data analysis software, thereby establishing the patterns of the collected data sets. The emphasis was placed on thematic analysis in the study. The whole process of data analysis was flexible enough to allow forward and backward movements in order to either develop relevant concepts or relate some findings to already existing concepts, as per Van den Hooaard and Van den Hoonaaard (2008:187). A more detailed description and discussion regarding data analysis is presented in Section 4.2 of this thesis.

The development of the proposed competency framework for the MMC made use of the analysis outputs from the interviews and the documents reviewed. This combination of empirical field data and document reviews in the development of models or frameworks builds a good link between theory and practice (Booth, Colomb & Williams, 2008:93).

1.7.2.6 Limitations and delimitations of the study

To build trust with respondents usually takes time and some of their initial responses might be lacking credible facts because they might fear that the research findings would be used against officials who lack the necessary competencies in environmental policy implementation. Political
influence could be another limitation. Although a multi-party system started constitutionally in the early 1990s, multiparty democracy in Tanzania under the ruling party (CCM) is still not mature. The democracy is constrained by various obstacles, including corruption and poor service delivery (UN, 2011; USAID, 2014). Thus the public servants, who were a major portion of the sample for the empirical study, might have hesitated to provide a true reflection of the council’s weaknesses in terms of achieving the required competency levels. In order to avoid these limitations, sufficient time was devoted to establishing a rapport with the respondents and to assuring them that the study was purely for academic purposes and that the findings would be used for that purpose only. The respondents were also assured that the findings were useful and might be used in their endeavours to implement the NEP, 1997, more effectively and efficiently.

The study was geographically delimited with a view to developing a managerial competency framework for MMC for the successful implementation of the NEP, 1997 within its area of jurisdiction. The study did not dwell on the process of policy analysis or environmental science. Quantitative statistical tests were not run because the study was qualitative in nature. This being the case, in-depth quantification of environmental problems and respondents’ responses did not fall within the scope of this study.

1.7.2.7 Ethical considerations

The respondents participated voluntarily in the study and consent was verbally requested from the sampled respondents before the interviewing started. The purpose and the process of the study, as well as the expected benefits, were made clear to the potential respondents before they participated in the study. All the interviewees were assured of the confidentiality of their responses with a view that the collected information would not be revealed to any person not directly involved in the study. The means of documentation of some important events (e.g. audio recording) were also explained and consent verbally requested beforehand. These were done to conform to the ethical standards of North-West University, which stipulate that respondents may not be put at risk of physical or psychological harm. Additionally, written approval from the management of the Municipality was sought to obtain access to the officials and councillors as respondents (see Annexure 4). Before the exercise of field data collection for the empirical study, ethical clearance was sought from North-West University through the Faculty of Arts (see Annexure 5).
1.8 SIGNIFICANCE OF THE STUDY

This study makes a significant contribution to the theory (body of knowledge), policy and practice of the research subject. With respect to theory, the findings address the gaps pertaining to the practicality of competency-based theories and models in the discipline of Public Administration. The study would also contribute to the development of the models and frameworks cited (Slocum et al., 2008; URT, 2008a) and to the theoretical propositions of various scholars (Lado & Wilson, 1994; Ruth, 2006; Gelletlie, 2008; Kurschus & Pīlinkienė, 2012) on managerial competency. The contribution was made possible through the grounded theory approach, resulting in a proposed competency framework specific to the MMC. The proposed framework can also be customised and proposed for use by related urban authorities in the implementation of the NEP, 1997 with some contextual adjustments.

In terms of policy and practice, the findings of the study are useful to the MMC in the context of the implementation of their medium and long term plans. Specifically, the policy recommendations and the proposed managerial competency framework would be useful resources for the Municipality in particular terms of improving the competencies of its middle level managers, with reference to the successful implementation of the NEP, 1997 in the local context, and for local government in general.

1.9 CHAPTER LAYOUT OF THE THESIS

The structure of this thesis in terms of chapters is graphically displayed in Figure 1.2 that follows and explained thereafter.
As presented in Figure 1.2 above, the description of the chapters in this thesis is as follows:

Chapter 1 presents the orientation pertaining to the research topic and the problem statement. The chapter also outlines the research objectives, research questions, central theoretical statements and research methodology.
Chapter 2 comprises the review of the literature study pertaining to Public Administration, national and international managerial competency theories and models. Relating these concepts with policy implementation and particularly environmental policy implementation is central to this chapter. A discussion of the theories in relation to the study area and the policy context is therefore presented.

Chapter 3 investigates the legislative environment enabling the development of managerial competencies in environment policy implementation in Tanzania. Various policies and legislations in HRM and development are presented and discussed in relation to the development of managerial competencies for the implementation of the NEP, 1997. Such policies and legislations as the Public Service Act (8 of 2002), the EMA (20 of 2004), Public Service Management and Employment Policy, 2008 and the Standing Orders for the Public Service of 2009 are discussed.

The documentation of performance reports and scholarly views are investigated in light of environmental policy implementation and managerial competency. The link between managerial competence development in environmental policy implementation and the human resource policies and legislation is also discussed.

Chapter 4 presents a detailed outline of the research methodology adopted by the empirical part of this study. Thereafter, from the empirical field study, the chapter presents and discusses the managerial competencies needed by MMC in connection with the implementation of the NEP, 1997, the competencies currently in place, the policies and legislations used in the development of managerial competencies and the challenges faced.

Chapter 5 presents a proposed managerial competency framework for the MMC for the successful implementation of the NEP, 1997. The development of the framework is based on all the components of the study, from the review and analysis of the literature to the findings of the empirical study.

Chapter 6 presents a summary of the findings, logical conclusions and recommendations for the successful implementation of the proposed competency framework.

1.10 CONCLUSION

The aim of Chapter 1 was to provide an orientation of the study, to explain the problem that led to the study and to set the study objectives. Both the context and the background of the study
were provided by briefly providing the theory of Public Administration, HRM and Development, the theory of Managerial Competency and the role of MMC in the implementation of the NEP, 1997. The statement of the research problem was informed by the research questions, the research objectives and the central theoretical statements to lead the study. A detailed explanation of the research methodology followed thereafter. A layout of the chapters of the thesis and the content of each of them were also outlined.

The next chapter presents an investigation of the relevant literature regarding the theoretical underpinnings of public administration, competency theory and managerial competency models as part of the research objectives of this study. A review of competency literature is necessary, in order to provide a guide in the development of a proposed competency framework for the Morogoro municipal managers, which was the ultimate goal of the study.
CHAPTER 2

MANAGERIAL COMPETENCY THEORIES AND MODELS FOR POLICY IMPLEMENTATION

2.1 INTRODUCTION

The research problem, questions and objectives of this study were contextualised in Chapter 1 of the thesis, in order to set the direction for the development of a managerial competency framework for the MMC with specific emphasis on the implementation of the NEP and its associated functions. A detailed background and orientation of managerial competencies were also provided to indicate the significance of the research problem.

Before embarking on the review of managerial competency theories and models for policy implementation, it is logical to briefly review the theory of Public Administration for contextual purposes. This is because managerial competency is one of the human resource strategies in the function of public administration that seeks to empower public managers in implementing the organisation’s policies successfully (Armstrong, 2008:100). Thus, this chapter presents a review of P(p)ublic A(a)dministration, HRD and managerial competency models.

2.2 PUBLIC ADMINISTRATION THEORY

A theory represents a mental view of a certain phenomenon, thus promoting the understanding of its characteristics and predicting particular outcomes (Thornhill & Van Dijk, 2010:96). Some theories cut across disciplines, while some are related to specific disciplines of study (Thornhill & Van Dijk, 2010:97). In discussing Public Administration theory in this section, specific attention is paid to the general conceptualisation and the development of the discipline.

2.2.1 General conceptualisation

Public administration is both a field of practice by practitioners and an academic discipline. In Chapter 1, it was pointed out that it is difficult to define public administration in simple terms such as by using a single sentence because the concept is both diverse and complex. In the same chapter, the efforts of Nigro and Nigro (1973:4-18), Hood (cited by Osborne, 2013:418), Kjaer (2014:19) and UN (2007:iii) in defining the concept of public administration in broad sense are shown. From the synthesis of the above sources, it can be argued from practitioners’ view that public administration concerns the following functional areas:
a) cooperative group effort in a public setting including delivery of services to the community while collaborating with private groups and individuals;
b) the three arms of the government, namely the executive, legislature and judiciary;
c) formulation, implementation, monitoring and evaluation of public policy;
d) administration of rules and guidelines; and
e) the interface between politics and administration within the bureaucratic structures of public organisations.

Thornhill (2006:804-805) contends that both the discipline and the practice of public administration should have an attention on but not be limited to:
a) the public sector as an area of operation as defined by the national state;
b) the boundary between the public service and the private service; and
c) the implication of governance on the operations of public servants and politicians holding offices in their areas of operation.

Since the affairs of the state and the society are dynamic, Public Administration is also dynamic. It seeks to accommodate the developments required because of the changing needs of the state and the associated needs of the society (Agagu cited by Akindele, Olaopa & Obiyan, 2002:247; Thornhill, 2006:805). Thus, what characterised traditional Public Administration is not exactly the same as what characterises contemporary Public Administration. This dynamic characteristic of Public Administration is briefly demonstrated in the development of the discipline, which follows hereunder. All in all, it suffices to mention that, whether traditional or modern, the political environment within which the operational activities of public administration take place is the core aspect that distinguishes it from other related disciplines (Thornhill, 2006:805; Thornhill & Van Dijk, 2010:96).

2.2.2 Development of the discipline of Public Administration

Various scholars (Gaus, 1950; Henry, 1975; Akindele et al., 2002; Osborne, 2006; Rutgers, 2010; Van Dijk & Thornhill, 2011; Marks & Gerrits, 2013; Thornhill, 2014) have contributed in documenting the development of the discipline of Public Administration. Akindele et al. (2002:247) point out that the study of Public Administration developed after intellectuals directed their attention to governmental processes and structures due to the increased complexities in understanding the roles and obligations of the government throughout the world. According to the authors, the ever-expanding policy and administrative functions of governments and their accompanying demands necessitated the emergency of both the theoretical and the practical understanding of the processes involved, and hence the study of
Public Administration (Akindele et al., 2002:247). Generally, the roots of the study of Public Administration in the world can be traced from two geographical areas – the United States of America (USA) and Europe. Although it shall be detailed in the following sections, it suffices to mention here that in the USA, the study started with Woodrow Wilson from Political Science discipline, while in Europe it was associated with the execution of law. Although the actual study is relatively new (i.e. from 19th Century with most developments in 20th Century), tracing its history is complex because the practice of public administration has been in existence since time immemorial, and the complexity is increasing with time (Akindele et al., 2002:247).

Arguing against the notion of complexity, Marks and Gerrits (2013:898) argue that the events and decisions made in Public Administration may be complicated but not complex because they are comprehensible, predictable and stable. Rutgers (2010:2) contends that the complexity of the scholars’ ideas on Public Administration makes the study difficult to have a uniform identity. Whether complex or complicated, the study of Public Administration has evolved through centuries (Akindele et al., 2002:248-249; Vigoda, 2003:2; Rutgers, 2010:2; Thornhill, 2014:5). Van Dijk (2013:2) argues that, during the Biblical era, in Egypt and Israel the appointment of overseers for managing the affairs of the King is a typical practice of public administration. The appointees were responsible for overseeing food distribution during drought, development of infrastructure and deciding who should be acknowledged in the palace (Van Dijk, 2013:2). All these functions were performed to reinforce the administration, or simply the state in that matter.

Thornhill (2014:4-16) describes the development of the discipline of Public Administration in three stages, namely, the embryonic, the bureaucratic and the administration or management stages, which are described next.

2.2.2.1 The embryonic stage

According to Thornhill (2014:5), the contributions of early philosophers like Plato, Aristotle and Machiavelli promoted the development of the discipline from the earliest stage, referred to as embryonic stage. At this stage, public administration was considered as one of the activities within the state operations. The attention of the state was devoted to moral and political issues, and to service delivery to satisfy the society’s needs. Nevertheless, safety and security were given the primary preference to the satisfaction of the society’s common needs (Thornhill, 2014:5). From the 17th to the 18th century, the conceptual relations between a country’s enhancement of economic power through increasing its bullion and the aspects of moral
standards contributed to the development of the modern science of Public Administration (Thornhill, 2014:5).

Thereafter, through his article entitled The study of administration, Woodrow Wilson suggested the separation of public administration from the study of politics. The scholar asserts “the science of administration is the latest fruit of that study of the science of politics. ….. it is a birth of our own century, almost of our own generation” (Wilson, 1887:198). Wilson’s work has been generally considered as the origin of Public Administration (Ostrom & Ostrom, 1971:203; Akindele et al., 2002:248-249; Frederickson et al., 2012:2; Thornhill, 2014:6).

Although Wilson was considered the father of the discipline, there was evidence from Europe by scholars such as Lorenz von Stein that the discipline developed there much earlier. Von Stein (1815-1890), who spent most of his life teaching Political Science at the University of Vienna, published significantly on the theory of Public Administration (Mengelberg, 1961:267). In addition to Lorenz von Stein (from Germany), Guerrero-Orozco (2014:2) identifies Johann Heinrich von Justi (from Germany) and Charles-Jean Bonnin (from France) as the pioneers of the discipline of Public Administration in Europe. The author points out that, in Germany, during the 18th century, Justi (1717-1771) systematised the study of cameral sciences and defined Police Science in its entirety. In the mid-19th Century, the contribution of Lorenz von Stein through his book “The theory of administration” resulted in the emergence of the Science of Public Administration after developing an administrative version of the rule of law. Stein’s contribution promoted his recognition in the development of the discipline. Miewald (1984:19) argues that if Wilson is to be called the father of the American Public Administration, then Von Stein deserves to be recognised as the grandfather. As Public Administration began to develop in Germany, Bonnin (in France) established the universal bases for Public Administration by outlining its principles as a scientific discipline and thus differentiated it from the Police Science (Guerrero-Orozco, 2014:7-11). As can be deducted from the above, the implementation of policy, whether in legislative context or not, has since the inception of the discipline been at the centre of understanding the practice of the discipline. However, it is only during the following phase that the focus of Public Administration and what constitute the study thereof, gained clarity.

2.2.2.2 The bureaucratic stage

The development of the bureaucratic stage of the discipline of Public Administration can be traced to before the Second World War (1945). The contributions of Frederick Winslow Taylor, Henri Fayol, Luther Gulick and Lyndall Urwick cannot be ignored in the development of the
classical model of bureaucracy which proposes a formal structure and control of public organisations (Katsamunska, 2012:75). Taylor, who was an engineer, introduced “The principles of scientific management” through his book published in 1910 and his contributions are still being practiced today since various processes such as office management, accounting and control are subject to scientific principles (Myrick, 2012:11-12). Influenced by the ideas of Taylor and Fayol, Gulick and Urwick contributed in the initial documentation of the discipline of Public Administration in the USA (Thornhill & van Dijk, 2010:99). Gulick and Urwick co-edited a book entitled “Papers on the Science of Administration” published in 1937 as a fourth volume of “The early sociology of management and organizations” series. The contributions of Gulick, Urwick and Fayol in this book include but not limited to a chapter on “Notes on the theory of organization” by Gulick, a chapter on “Organization as a technical problem” by Urwick and a chapter on “The administrative theory in the state” by Fayol (Gulick & Urwick, 2005:1-97, 108-124). In their works, these contributors (Taylor, Fayol, Gulick and Urwick) emphasise the importance of formal organisational structure and functional control of political leadership (Katsamunska, 2012:75). Urwick argues that lack of organisational structure can lead to inefficiencies and confusion in the organisation (MSG Experts, 2008). Borrowing from Henri Fayol’s functional analysis on “Industrial and general administration”, Gulick introduced POSDCORB, which stands for the functions of planning, organising, staffing, directing, co-ordinating, reporting and budgeting (Gulick, 2005:13-14).

This stage began before the absolute distinction between politics and public administration (as earlier suggested) could be achieved but instead, both the study and the operational areas continued to be complex (Thornhill, 2014:9). This politics–administration dichotomy and the need for separation of the two remained the centre of the debate during this period (Aderibigbe & Olla, 2014:68). Rutgers (2010:9) argues that by the 1950s the American theoreticians had lost the origins of the study thereby causing criticisms from scholars such as Herbert Simon and Dwight Waldo arguing for new directions. Although in 1940s there was pressure towards separation of administration from politics, there was some resistance claiming that the two could never be separated (Henry, 1975:380). Similarly, in 1950, John Merriman Gaus did not see the feasibility of separating the two disciplines as he said “A theory of public administration means in our time a theory of politics also” (Gaus, 1950:168). Despite the resistance, Public Administration continued to evolve slowly from the discipline of Political Science while borrowing theories and concepts from other sciences such as Psychology and Business Management (Thornhill, 2006:805).
In the 1960s and 1970s, governments are described by Basheka (2012:51) and Aderibigbe and Olla (2014:68) as being ineffective, inefficient, and wasteful due to among other reasons, alienation of citizens in connection with political scandals. Some of the accusations claimed to characterise the features the machinery of public administration to include mismanagement, nepotism, political patronage, large and rigid bureaucracy, and widespread corruption (Basheka, 2012:51). In response, public administration had to distance itself from politics to answer citizen’s call for an efficient and effective administration (Basheka, 2012:51-52; Aderibigbe & Olla, 2014:68). Basheka (2012:51-52) and Aderibigbe and Olla (2014:68) provide an example of the reform processes in the United States of America under the Hoover Commission, which was chaired by Louis Brownlow, a professor from the University of Chicago. This situation is in line with the argument by Van Dijk and Thornhill (2011:4) that the discipline of Public Administration developed due to the concern about the corruption of politics which caused administration to focus on serving society. During the 1960s, Dwight Waldo, a professor of Political Science and Public Administration at Syracuse University also raised a discussion on whether Public Administration should stand alone as an academic discipline or continue to be a sub-discipline of Political Science. In a discussion paper for inclusion in the review of the Advances of the discipline of Political Science, Waldo argues “the critical question is whether at this stage in the development of Public Administration it is proper to regard it as a field or sub-discipline of Political Science”. Despite the two-sided argument, the author’s preference is for the field to be an independent discipline (Waldo, 1968:444).

During this period, tremendous efforts were exerted on the science of Public Administration, resulting in an agreement to treat it as both a science and an art (Waldo, 1968:463). Consequently, the theoretical framework and theories from related disciplines were refined to establish Public Administration’s own body of knowledge (Basheka, 2012:10; Aderibigbe & Olla, 2014:68, Thornhill, 2014:9). Thornhill (2014:9) refers to Public Administration Theory as “the domain where discussions of the meaning and purpose of government, public institutions, policies, organisational structures, financial matters human resource issues, public accountability, and governance take place”. From this point of view, the need for the theory in the discipline of Public Administration is an utmost necessity. Emphasising the need for theory, Frederickson et al. (2012:2) maintain that theory is “the bedrock of understanding public administration”. As can be deducted from the above, policy and the implementation thereof by public servants were considered part of the focus in the practice of public administration.
Some decades after the Second World War, the hierarchical model earlier proposed by Max Weber was adopted by most public institutions. Weber’s hierarchical model requires organisations to be hierarchically structured, provide a clear division of labour, assign authority in increasing order according to ranks and promote employees based on technical competency and performance (Gerth & Mills, 1946:180; Costa, 1996:100-102; Thornhill, 2014:10). Although the basic principles of the bureaucratic model are still important today, Thornhill (2014:10) argues that Weber’s model is not regarded as the most appropriate system for the public service in the 20th century.

2.2.2.3 The administration or management stage

The administration or management era is considered as the third stage in the development of the discipline of Public Administration. Since the study involves the way services are administered to the society, management aspects became the major factors in the debate on the boundaries of the study of Public Administration particularly in the 1970s-1980s (Ricucci, 2001:173; Thornhill, 2014:13). The debate focused on whether management and its theories should be included in the study of Public Administration. Due to various societal changes including technological advancements, urbanisation demands and increased social interactions, the needs of contemporary societies changed, thus demanding governments to require assistance from the private sector in the delivery of public services. The debate on the study during this period was mainly inspired by administrative practices, taking the direction towards public policy reforms (Rutgers, 2010:10). During this period, the concept of management was used more for the private sector but the detailed debate reached an agreement that the origin and meaning of the concept is not necessarily confined within the private sector. Following the establishment of public private partnerships, there was a need to redefine the domain of the study of Public Administration to acknowledge the expansion in its scope (Thornhill, 2014:13). This deduction led to a consensus that the discipline of Public Administration should include management theories and practices (Thornhill, 2014:16).

The introduction of management into Public Administration resulted in the adoption of new forms of administration in the public sector under the associated new paradigms (Katsamunska, 2012:74). These paradigmatic approaches involved sets of policy reform packages which aimed to improve the performance of the public service (Rutgers, 2010:9-10; Thornhill, 2014:17). In the following sub-sections, two paradigmatic approaches, namely New Public Management and Public Governance are briefly discussed.
2.2.2.3.1 New Public Management

The adoption of management theories into the discipline of Public Administration was associated with the introduction of policy reforms through a Public Management approach. The focus of this paradigmatic approach, which is considered by some scholars (such as Hood, 2001:12553; Riccucci, 2001:172-174; Osborne & McLaughlin, 2002:9-10; Pollitt & Bouckaert, 2011:9; Ossege, 2012:591-598) as a new, economically driven perspective on the government operations, centres on serving the public good through efficiency and effectiveness. This new approach is often termed by its advocates, New Public Management (NPM), with the aim of emphasising the professional nature of the operational field as opposed to the academic, moral or discipline characteristics (Thornhill, 2014:13). Basheka (2012:25, 30) points out that the debate on the transition from Public Administration to Public Management and hence to NPM took place during the 1970s–1990s while Aderibigbe and Olla (2014:68) report that the NPM approach was proposed by David Osborne and Ted Gaebler in a book titled “Reinventing government”. The emergence of the NPM approach led to the modification of several principles advocated by Weber’s theory, which had formed the foundation of traditional Public Administration (Basheka, 2012:40). The debate focused not only on the scope of the discipline but also on the paradigm shift from the traditional descriptive approach to a value-oriented public management approach. According to Rutgers (2010:10) and Thornhill (2014:17), the traditional approach emphasised the processes and procedures while the value-oriented public management approach emphasised the implementation of development policies and programmes to meet the society’s needs.

From the practice point of view, the NPM was promoted widely by different administrators in North America and Europe (Kickert, 1997:731; Aderibigbe & Olla, 2014:68). For example, in 1980s, the former Prime Minister of Britain, Mrs Margaret Thatcher appealed for the public service to be more business-oriented like the private sector to improve service delivery to the society (Osborne, 2006:379; Thornhill, 2014:19). In the USA, during Bill Clinton’s Administration (from 1993 to 2001), NPM was promoted through the adoption and reformation of federal agencies under the Office of the Vice President, Al Gore (Aderibigbe & Olla, 2014:68). According to Osborne and Gaebler (cited by Kickert, 1997:732), the Al Gore Report on the National Performance Review of 1993 called openly for a more business-oriented entrepreneurial government and adopted the term ‘reinventing government’. Furthermore, Kickert (1997:736) mentions Germany, France and the Netherlands as other European countries where strong public and political debates took place on the limits of government and the need for improvement of its efficiency. According to the author, Great Britain, with its highly esteemed
long-time civil service, is exemplary in promoting the NPM. The main ingredients of the official
government policy of Great Britain back then included “business-oriented management, client-
oriented services and market-oriented competition” (Kickert, 1997:732).

The debates in both the academic and the administrative circles imply a change in the orientation
for both the discipline and the practice of Public Administration towards serving the
dynamic society. For this to take effect, various policy reforms in the public sector were
necessary. Hence, further reforms were adopted worldwide through NPM. According to Kickert
(1997:733), these reforms consist of improvements in areas of cost-consciousness, customer
service, performance budgeting, HRM, information technology, performance control, and
evaluation of results. Hood (1991:4) and Osborne (2006:379) identify the key elements of the
NPM as follows:

a) hands-on professional management;
b) borrowing from the success of the private-sector management including focusing upon
entrepreneurial leadership;
c) explicit standards and performance measures;
d) greater emphasis on inputs and output controls;
e) disaggregation of public services to their most basic units;
f) shift to greater competition; and
g) greater discipline and parsimony in the use of resources.

Due to the above promising approach, there was a claim from the administrative side that NPM
was to offer an “all-purpose key to better provision of public services” (Hood, 1991:3). The
approach compelled public servants to find more effective means of performing their functions
to eliminate what Thornhill (2014:20) terms “cumbersome procedures”. It was hence perceived
as a solution to the traditional complaints against the bureaucratic public sector in delaying to
perform even simple functions (Thornhill, 2014:20).

In analysing the reforms, the Organisation for Economic Cooperation and Development (OECD)
cited by Kickert (1997:733) concludes that, NPM is characterised by the following eight trends,
which largely match with the key elements of NPM given by Hood (1991:4) and Osborne
(2006:379):

a) devolving authority, providing flexibility;
b) ensuring performance, control, accountability;
c) developing competition and choice;
d) providing responsive service;

e) improving the management of human resources;

f) optimising information technology;

g) improving the quality of regulation; and

h) strengthening steering functions at the centre.

Despite the positive elements mentioned above, Rockman (cited by Peters & Pierre, 2012:6) expresses doubts about the administrative stability of the government following the reforms under the NPM, which focuses more on improvement in service provision than improvement on the bureaucratic and administrative powers, resulting in a “hollow government”. The term hollow government is used to describe a public organisation, which does not efficiently and effectively meet the citizens’ expectations in terms of performance due to a mismatch between responsibilities and resources (McGlinch & Hutt, 2001:5; Steinzor, 2008:44). Despite these observations, it is held that the new approach in public service delivery which favours the private-sector style of management as opposed to the traditional one should continue since it brings better results, which are more important than the process (Thornhill, 2014:20). Thornhill (2014:20) further argues that the results should be justifiable and able to account for the processes followed in order to align with the goal and implementation of policy. Despite the acceptance, NPM is criticised of failure to deliver the promised effectiveness and efficiency of public services (Pollitt, 2000:195-196; Osborne & McLaughlin, 2002:11). Due to difficulties to demonstrate some of the achievements of the NPM, Pollitt (2000:196) equates the paradigmatic approach with an emperor who may not be naked but is not fully dressed. The NPM paradigmatic approach was short-lived and was not proved fully applicable in terms of its effects; hence, there was a need for new approaches (Basheka, 2012:25; Thornhill, 2014:20). Basheka (2012:61) argues that from the year 2008 to 2010, there was no serious academic theory in Public Administration and Management because much effort was directed towards the world economic crisis. The author contends that from 2010, the discipline continued to evolve towards the improvement of the overall governance in response not only to local and global pressures but also to development challenges (Basheka 2012:61).

2.2.2.3.2 Public Governance

Governance and public governance are not new concepts. As seen in Chapter 1 of this thesis, governance has several dimensions and can be defined differently by different scholars (Kjær, 2014:19). For example, Kooiman (2003:4) defines governance as the totality of the theoretical conceptions on the interactions in which public and private actors participate, aimed at solving
societal problems or creating opportunities for the society. Mudacumura (2014:4) defines governance as the way in which power is exercised to manage a country’s resources for the improvement of societal welfare. Thornhill (2014:22) relates governance to “the cooperative actions of the State and societal structures to deliver services to the benefit of society”. While these definitions may not be sufficient in describing this broad concept, they assist in appreciating that governance can be used in a variety of contexts. It ranges from being treated as a generic practice of the public administration and management to a tool to reposition the discipline of Public Administration and Management within the realities and complexities of the 21st century (Osborne, 2006:381). With the latter view, Osborne (2006:381) shows the essence of developing public governance theory that captures these realities and complexities.

Later in 2010, the Public Governance paradigm was formally proposed through a book titled “The New Public Governance? Emerging Perspectives on the Theory and Practice of Public Governance” which was edited by Stephen P. Osborne. Just like other paradigms, Public Governance started in the developed countries and paved its way to the developing countries through technical assistance and the associated structural adjustment programmes (Basheka, 2012:59). In the introductory chapter, entitled “The (New) Public Governance: a suitable case for treatment?” Osborne emphasises that New Public Governance (NPG) is not presented as a new paradigm to replace the NPM, but as a conceptual tool for understanding the complexity and the realities of the challenges faced by the public managers in implementation of public policy and public service management. Osborne (2010:2) argues ‘It must be emphasised that this book is not meant to propose “the NPG” as a new paradigm of public services delivery. It is neither that normative nor that prescriptive. The question mark in the title is deliberate. Rather, this book is a critical examination of the concept of public governance’. The author suggests the adoption of an integrated body of knowledge about the NPG when used to conceptualise the implementation of public policy and public service management. Similarly, Osborne, Radnor and Nasi (2012:135-136) contend that NPG embeds the previous loci in a new context but not replacing them. The authors go ahead to suggest a public sector-dominant approach which matches the contemporary public management under the NPG, arguing that the current approach is intra-organisational in focus while in reality, the provision of public services is inter-organisational (Osborne et al. 2012:135). The authors argue that unlike a manufactured good, a service is a process whose outcome cannot be separated from the production because it is continually offered. They further argue that although NPM won considerable legitimacy and relevance because of its theoretical framework, which was derived from the private sector experience, the framework was based on the experience of a manufacturing industry which treats a product as “invariably concrete”,

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separated from the production (Osborne et al., 2012:138). NPG promotes a more effective and responsible execution of public laws compared to the NPM (Bumgarner & Newswander, 2012:546). In summary, Osborne et al. (2012:141-149) provide the following four propositions:

a) *Strategic orientation* by situating both the citizens and users as essential stakeholders of the public policy and public service delivery processes in the view that their engagement adds value to both.

b) *The marketing of public services* under the public service-dominant approach both for turning the strategic intent of public services into specific offerings, and for shaping the users’ expectations and the roles of the delivering staff.

c) *Co-production* to become an inalienable component of the delivery of public services that places the service users’ experiences and knowledge at the heart of effective design and delivery of the services.

d) *Operations management* to go hand in hand with public service-dominant approach towards a service-dominant extra-organisational orientation instead of the product-dominant intra-organisational management, which is common.

Thornhill (2014:22) contends that the NPG enables scholars to retain the focus of the discipline of Public Administration and Management on studying the functions of public servants in the political setting. It was strongly believed by the international community that a lack of good governance in developing countries including Africa, was the main hindrance to economic development (Basheka, 2012:57). Under NPG, which is referred to as a network-government, the State is no longer the sole service provider, since the new development is characterised by governing with partners (Thornhill, 2014:21).

Table 2.1 presents a comparison between the elements of the traditional Public Administration, NPM and NPG.
Table 2.1: Elements of the New Public Governance, in contrast to Public Administration and the New Public Management

<table>
<thead>
<tr>
<th>Paradigm</th>
<th>Theoretical roots</th>
<th>Nature of the state</th>
<th>Focus</th>
<th>Emphasis</th>
<th>Relationship to external (non-public) organisational partners</th>
<th>Governance mechanism</th>
<th>Value base</th>
</tr>
</thead>
<tbody>
<tr>
<td>Public Administration</td>
<td>Political science and public policy</td>
<td>Unitary</td>
<td>The policy system</td>
<td>Policy implementation</td>
<td>Potential elements of the policy system</td>
<td>Hierarchy</td>
<td>Public sector ethos</td>
</tr>
<tr>
<td>New Public Management</td>
<td>Rational/public choice theory and management studies</td>
<td>Disaggregated</td>
<td>Intra-organisational management</td>
<td>Service inputs and outputs</td>
<td>Independent contractors within a competitive market place</td>
<td>The market and classical or neo-classical contracts</td>
<td>Efficacy of competition and the market-place</td>
</tr>
<tr>
<td>New Public Governance</td>
<td>Organisational sociology and network theory</td>
<td>Plural and pluralist</td>
<td>Inter-organisational governance</td>
<td>Service processes and outcomes</td>
<td>Preferred suppliers, and often inter-dependent agents within ongoing relationships</td>
<td>Trust or relational contracts</td>
<td>Neo-corporatist</td>
</tr>
</tbody>
</table>

From the table, the differences between the approaches in various dimensions can be noted from the theoretical roots to the governance mechanism. Contrary to the NPM whose theoretical roots are the public choice theory and management studies, the NPG “is rooted within organisational sociology and network theory” (Haveri cited by Osborne, 2006:382). With respect to governance mechanisms, which are the main current global concern, the NPG focuses on trust or relational contracts, while the NPM focused on the market and classical or neo-classical contracts and the Public Administration focused on the organisational hierarchy. Basheka (2012:61) stresses that the big challenge for the prospect of NPG is to develop a society with a “more inclusive and organic linkage of the roles of government, business and civil society”. Thus, the main emphasis of the government is seen to change from policy implementation in the traditional Public Administration through service inputs and outputs under the NPM and finally to service processes and outcomes under the NPG (see Table 2.1).

To conclude the discussion regarding the evolution of P(p)ublic A(a)dministration, the study argues that both the practice and the study of public administration have not been static over centuries because of the dynamics of the society’s needs and the associated needs of the government to deal with the changing demands. The changes in the functions and processes of the government are driven by policy reforms suggested by different paradigmatic approaches. The direction of the changes has been more towards what was conceived as private sector style of management. Although the introduction of private service management theory has influenced the public service, the crucial role of the public service in promoting the performance of the private service is still important (Starling, 2005:17).

According to Starling (2005:22), the success of the implementation of policy and the reform programmes depends largely on the capabilities of employees in terms of skills, discipline, motivation and intelligence. It thus requires capable human resources while maintaining the uniqueness of the process of public administration as specified by Starling (2005:18) in Figure 2.1. The author shows that although public organisations are influenced by local contexts, they operate within a broader political environment.
IGR = Intergovernmental relations

**Figure 2.1: The process of public administration**

Source: Adapted from Starling (2005:18).

The author emphasises the essence of building capability among the managerial cadre in public organisations since the success in conceiving and implementing public policy is dependent on the administrator’s skills in the management of resources and programmes (Starling, 2005:22). As schematically presented in Figure 2.1, improvement in capabilities of public organisations through proper development and management of human resources, as well as financial and information resources is expected to result in effective and efficient policy reforms. Since the focus of the study regards competence development through HRD as a HRM function, the next section presents a brief account of HRD as a broader theoretical context for the study.

### 2.3 HUMAN RESOURCE DEVELOPMENT (HRD)

Although its theoretical roots are linked with adult education, HRD is not necessarily a branch of adult education (Swanson & Holton III, 2009:4-6; Wilson, 2005:9). While HRD in some organisations is considered part of HRM, others use the two concepts interchangeably or even in the opposite perception, considering HRD as a department which runs among others, HRM functions (Swanson & Holton III, 2009:5). Within organisational contexts, Wilson (2005:9) argues that where HRD is conceived as a component of HRM, it is concerned with work performance but where it is a component of adult education, it is concerned with learning. The author contends that HRD has been evolving into an independent field of study while Werner
and DeSimone (2012:9) still consider HRD as one of the strategies and primary functions of HRM. With this flexibility and variation, HRD can take a variety of names and roles within the contexts of organisations. Its theory and practice overlap with those of other closely linked domains including HRM, strategic organisational planning and quality improvement (Swanson & Holton III, 2009:12). According to Wilson (2005:9), the following three assumptions distinguish HRD from other fields of study:

a) HRD is based on research and theory drawn from adult education, and this can promote change of behaviour for the learner;
b) HRD concerns improved work performance; and
c) HRD makes use of theories of change in organisations and is concerned with change of individuals as opposed to change of groups and organisations as a whole.

Due to the overlaps observed between HRD and other disciplines, Swanson and Holton III (2009:12) contend that the organisational use of the term Human Resources (HR) has been opted for as an “umbrella” term with two major components - HRD and HRM. Starling (2005:18) shows that HR is considered one of the three main resources in public organisations which need to be well managed for the effective and efficient outcome in the process of public administration. The other types according to the author are financial and information resources. According to the author, the development of the skills of the employees to their potential is one of the organisation’s primary goals accomplished through HRD strategies (Starling, 2005:456).

HRD is a well-established field of practice but a relatively young academic discipline. According to Swanson and Holton III (2009:4), the development of HRD theory and practice is rooted in the perspective that human beings have always been aiming at developing their capacities for improvement of their living conditions (Swanson & Holton III, 2009:4). The authors argue that training, which is the largest component of HRD is as old as the evolution of the human race itself (Swanson & Holton III, 2009:9). The authors further argue that employee training for performance improvement in organisations began formally during the Second World War under a special project (Training within Industry). This project gave “birth” to schematic performance-based training, improvement of work processes and the improvement of human relations in the workplace, or the contemporary HRD as it started to be called from the 1970s to the 2000s (Swanson & Holton III, 2009:9). Literature (Wang & McLean, 2007:96) shows that, the concept of HRD was first proposed by Harbison and Myers in 1964, and became a foundation for related fields of study such as organisational development and training and development.
As outlined in Chapter 1 of this thesis, HRD can be defined in various ways by various people. Thus, there is no consensus among scholars and/or practitioners about the exact meaning of the concept. This is because of the wide range of perspectives from which the concept can be studied or pursued (Wang & McLean, 2007:97). Although several scholars have attempted to define HRD, one of the most controversial issues today is still its definition (Mateng’è, 2014:693). Although it is concerned with particular knowledge and skills like other fields of study, HRD is different from the ordinary occupational training. The concept is more integral to employees’ personal and professional development (Gold, Holden, Iles, Stewart & Beardwell, 2013:xx; Meifert 2013:4). Thor (2009:8) contends that HRD deals with the development of employees’ competencies for the purpose of improving the overall effectiveness of an organisation. Within the ideas of this wide thinking, Swanson and Holton III (2009:4) attempt to provide a broad definition of HRD as “a process of developing and unleashing expertise for the purpose of improving individual, team, work process and organisational system performance”. From different sources, Swanson and Holton III (2009:6-8) provide 16 different definitions of HRD. Studied collectively, the definitions sum up to the following key components of HRD:

a) development of high level employees;
b) adult learning;
c) behavioural change towards improved performance;
d) performance improvement at individual, work process and organisational levels;
e) training and career development;
f) learning capacity;
g) organisational development; and
h) developing and unleashing skills and attributes.

The above components of HRD predict organisational prosperity in that they aim at the development of intellectual capital. Van Dijk (2014:315) argues that intellectual capital is the “sole competitive advantage” of organisations in the knowledge economy. The author argues for the essence of organisations to acquire talented employees appropriately for them to fulfil legal and policy mandate (Van Dijk, 2014:315). Irrespective of the kind of definition adopted, the key elements of HRD are learning, training, development and education (Armstrong, 2008:177). As pointed out in Chapter 1 of this thesis, HRD has a pivotal role in organisations because its adoption promotes a strategic dimension thereby shaping the organisational strategy, thus, the term strategic HRD.
According to Armstrong (2008:176-177), the philosophy underlying strategic HRD includes the following:

a) HRD makes a major contribution to the attainment of the organisation’s objectives and it benefits all the stakeholders.

b) HRD plans and programmes are integrated with human resource strategies of the organisation.

c) HRD is ideally performance-related and designed to achieve specified improvements in corporate, functional, team and individual performance.

d) Every employee in the organisation is encouraged and given the opportunity to learn new things to develop their skills and knowledge to their maximum potential.

e) Individual learning is enabled through personal development plans that focus on self-managed learning, supported by coaching, mentoring and formal training.

f) Investment in learning and development requires the organisation to provide appropriate learning opportunities and facilities, but the prime responsibility for learning and development rests with individuals.

Since it is not the purpose of this study to provide a position on where the HRD domain exactly belongs, it suffices to note that irrespective of the position, HRD in organisations deals with performance improvement at individual, group and organisational levels (Swanson & Holton III:4). Thus, both HRD and HRM play a crucial role in the achievement of the organisational strategy, hence the adoption of the terms strategic HRM and strategic HRD.

Through strategic HRD, employees are given an opportunity to enhance their levels of competency (Quinn & Brockbank, 2006:479; Armstrong, 2008:175). Similarly, Harrison (cited by Armstrong, 2008:176) contends that the vision of strategic HRD is about people’s abilities and potential within the overall business framework of the organisation. For this vision to be realised, strategic HRD takes a broad and long term view on the ways HRD policies and practices can support the achievement of the business objectives of the organisation. Since strategic HRD is business oriented, it matches with the orientation and objectives of the ongoing public service reforms and concomitant public expectations. The reforms aim, among other things, to develop competent human resource managers in the realm of service provision to the public. The next section presents a brief account of the theory and practice of managerial competency, drawing views from different models, and discussing them in the light of policy implementation at the local government level.
2.4 MANAGERIAL COMPETENCY

As presented in the previous section, HRD aims among other things, to develop competent human resource managers. This section presents a review of literature on managerial competency, covering the conceptualisation of competency in general and managerial competency in particular, managerial competency models and, lastly, a discussion of the models in view of policy implementation at local government level for contextual purposes.

2.4.1 Conceptualisation of competency

The promotion of competency in the HRD literature dates back more than four decades ago. The article titled “Testing for competence rather than intelligence” by David McClelland credits the author with the introduction of competency movement in early 1970s (Rodriguez et al., 2002:309; Boyatzis, 2008:5; Mitra, Bangia & Mitra, 2008:14). In his work, McClelland (1973:1) argues against the validity of using intelligence or aptitude tests as instruments for selecting applicants for job placements. The author cautions on the blind use of the aptitude tests as instruments of predicting the perceived performance potential of the applicants. He insists that the tests lack multiple methods, traits and criteria relevant for the job performance and that their score is not necessarily correlated with the success in job performance (McClelland, 1973:1-3). While such tests are intended to measure the applicant’s ability in connection with the expected performance outcome, the author proves them as invalid by presenting cases found to provide different outcomes at workplace (McClelland, 1973:3). McClelland (1973)’s findings have been validated across different cultures by many years of global competency research carried out by different research groups (Vazirani, 2010:121-122). Similar observations are reported by Weber, Finley, Crawford and Rivera Jr, (2009:353-354) who agree that many organisations assess knowledge of their job applicants in testing their intelligence as opposed to their abilities to perform tasks. The authors further contend that the organisations will remain with the obligation of developing the competencies of the selected applicants to succeed in the achievement of the strategic and operational objectives (Weber et al., 2009:353-354). Due to the above challenges, McClelland (1973:13) emphasises the adoption of a framework to identify different competencies about the job the employee is expected to perform.

As the concept of competency continued to grow in the HRD literature, different organisations were sensitised to adopt it and include it in their strategies. With the current dynamic business environments, organisations are recognising the essence of having employees who are not only highly technically adept, but more importantly, employees who can learn fast, adapt to change
easily, communicate effectively and foster interpersonal relationships (Rodriguez et al., 2002:310; Scarbrough cited by Lindgren, Henfridsson, & Schultze, 2004:436). Since public organisations have the obligation of ensuring effective delivery of appropriate services to the communities within the areas of their jurisdiction, they are obliged to have human resources with certain personal characteristics which are predictors of performance (Irawan, 2011:217). These personal characteristics, which are central to certain performance outcome criteria, are referred to as competencies (McClelland, 1973:8-12; Spencer & Spencer, 1993:9). Due to some philosophical and procedural reasons, the term competency has been difficult to define with discrete conceptual boundaries. Vazirani (2010:123) contends that the definition of the term depends on the intended use-meaning since it is sometimes confused with or used interchangeably with other terms particularly competence and competency-based training. Deist and Winterton (2005:29) present a similar challenge on the use of the terms competency and competence. The authors argue that the term competence is used more on the functional areas while competency is more on the behavioural side of work performance but the usage is inconsistent and sometimes used interchangeably in the HRD literature (Deist & Winterton, 2005:27, 29). In a very general sense, the term competency refers to a capability or ability. In the same orientation, several scholars provide different definitions of the concept. For example, Vazirani (2010:123) points out that in the context of workplace, the term competency refers to personal fitness of an employee regarding his or her job. According to Irawan (2011:217) a competency is related to the way an employee thinks, acts and handles the situations encountered; and the end result is job performance. Boyatzis (2008:6) defines competency as a combination of related but different sets of behaviour organised around an underlying construct. The author calls this underlying construct the “intent”, which can manifest in different behaviours in different situations or times as appropriate (Boyatzis, 2008:6).

Spencer and Spencer (1993:8) define a competency as an underlying characteristic of an individual that is causally related to effective and/or superior performance in a job or a situation. In a similar way, Mitra et al. (2008:11) provide four essential elements which constitute the definition of competency as suggested by human resource experts in a conference on competencies held in Johannesburg, South Africa in 1995. The authors contend that:

a) competency is a combination of skills, knowledge and attitude that has an influence on a major part of an individual’s job;
b) competency correlates with job performance;
c) competency can be measured by using accepted standards; and
d) competency can be improved through training and development.

With regard to the focus of this study, the above elements are generally relevant but some modifications might be needed to suit the need because the authors do not include elements of policy implementation. Fang, Chang and Chen (2010:2846-2847) concur with Mitra et al. (2008:11) but qualify the definition by giving six characteristics of competency as follows:

a) competency should be embodied by extrinsic behaviour;
b) competency leads to outstanding performance;
c) different organisations need different competencies;
d) competencies vary with job post and rank;
e) competency can be improved through education and training; and
f) competencies change with time due to a variety of factors.

With regard to the focus of this study, the above characteristics imply that for the Morogoro municipal to exhibit superior performance, they must possess a set of various personal characteristics which may differ according to job title or rank, working experience and level of education. If a certain characteristic does not predict an effective or superior result in the real world, then it is not a competency (Dwivedi, 2001:408; Mitra et al., 2008:10). Mitra et al. (2008:10) further identify four characteristics which do not qualify to be considered as competencies. These are:

a) a natural talent of an individual which can be demonstrated prior to training such as ability in singing, dancing, handling small items;
b) a capability built in an individual’s physical trait such as weight, height;
c) motives and intentions of an individual such as ambitions; and

From the above efforts, it is clear that the concept of competency cannot be separated from the organisation’s intention to have high-performing human resources. The need for high-performing employees in organisations is critical in the public sector (Rodriguez et al., 2002:309). Rodriguez et al. (2002:309) argue that the employees need the necessary competencies for them to contribute successfully in the achievement of the organisational goals through maximisation of human capital.
From the above views given by different authors, a working definition for this study is developed. Thus, for the purpose of this study, the term competency is considered in reference to MMC to mean a combination of three broad personal attributes of specialised knowledge, skills and attitude or behaviour needed for superior job performance within the context of environmental policy implementation. These attributes can be used to differentiate superior performers from the average performers. This definition is revisited after the discussion of the views of the respondents from MMC in Chapter 4 of this study.

While these competencies are important to employees of all positions and levels, they are given a specific attention for management positions since the management performs the steering function of the organisation (Peters & Pierre, 2012:1-2). Several authors (Ruth, 2006; Slocum et al., 2008; Irawan, 2009; Fang et al., 2010; Louw, 2012; Kurschus & Pilinkienê, 2012) have written about managerial competency and the need for organisations to develop a set of managerial competencies among the members of the management cadre. In the contemporary management perspective, Ruth (2006:212-213) perceives managerial competency as part of HRD, which is linked to the organisation’s management strategy.

Managerial competencies refer to sets of knowledge, skills, behaviours and attitudes needed by an individual to be effective in a wide range of managerial positions and various types of organisations (Slocum et al., 2008:4; Louw, 2012:30). In a similar perception, Staude (2012:19) defines a managerial competency as a combination of knowledge, skill, personal characteristics, attitudes and values that contribute to high performance in a management job. Similarly, Page and Wilson (cited by Vazirani, 2010:123) define managerial competencies as “the skills, abilities and personal characteristics required by an effective manager”. According to Vazirani (2010:123), competencies can be either directly assessable (such as knowledge and skills), or less assessable particularly personal characteristics. The author identifies at least five key terms in the definition of competency at the workplace as follows (Vazirani, 2010:124):

a)  Knowledge - this refers to information and learning resting in a person;
b)  Skill - this refers to the ability of a person to perform a certain task;
c)  Self-concepts and values - this refers to attitudes, values and self-image of a person;
d)  Traits - these refer to physical characteristics and consistent responses to situations or information; and
e)  Motives - these are emotions, desires, physiological needs or similar impulses, which prompt action.
Staude (2012:19) asserts that managerial competencies are important requirements for various management tasks to be carried out effectively and efficiently. The competencies help managers to excel in carrying out different jobs as opposed to the average performance (Slocum et al., 2008:4; Boyatzis cited by Martina, Hana, & Jiří, 2012:132; Martina, Hana & Jirí, 2012:140). While managers must possess the necessary managerial competencies, they are additionally obliged to develop and deploy their subordinates’ talents to improve their competencies (Raven, 2001a:266; Louw, 2012:30). This obligation is encouraging to managers because competencies can be developed and improved at work (Boyatzis, 2008:10).

Since competencies are context-sensitive (Spencer & Spencer, 1993:8), the above definitions are relevant in drawing a working definition for this study. Thus, for the purpose of this study, managerial competency constitutes a combination of specialised knowledge, skills and behaviours of individual managerial officials in relation to superior performance in policy implementation. Moreover, in operationalising the above three elements of competency, specific attention is paid to the officials’ positions responsible for the achievement of the council’s environmental objectives.

In efforts to promote the adoption of the competency concept by organisations, different scholars have proposed different competency models for managers, showing the proposed competencies required for effective management of their organisations. In the following sub-sections, some managerial competency models are discussed and their relevance to this study analysed.

2.4.2 Boyatzis’ managerial competence model

After the McClelland (1973)’s work, efforts to develop managerial competencies became more popular in various places coupled with efforts to develop models to facilitate the adoption of competency theory into practice. In 1982, Richard E. Boyatzis authored a book entitled “The competent manager: a model for effective performance”. According to Boyatzis (1982:1), a model of management is “an answer to the question: what kind of a person will be effective in our organisation in specific management jobs?” The author (Boyatzis, 1982:10-39) introduces a model of effective job performance for managers with three basic elements, which are:

a) the functions and demands of the management job,
b) the organisational environment within which the job is performed, and
c) the individual manager’s competencies.
In the context of the model, effective job performance focuses on the attainment of specific results as part of the organisation’s objectives as well as appropriate execution of procedures and processes (Boyatzis, 1982:11-12). Figure 2.2 below presents the three basic elements of the model.

Figure 2.2: A model for effective job performance for managers


Boyatzis (1982:21) perceives managerial competencies as underlying characteristics of an individual manager in such aspects as motive, skill, trait, self-image or social life, and knowledge which promote effective or superior performance. The author contends that some of the competencies may be known while others may not be known even to the manager. He describes the individual characteristics necessary for the superior performance as different levels of competencies which are associated with some aspects of human behaviour and a person’s capability to demonstrate the behaviour. The author analysed raw data from 12 organisations and more than 2,000 managers of different levels in 41 jobs to generate different types of competencies (Boyatzis, 1982:40). He differentiates competencies from threshold competencies in that the former is related with superior performance while the latter is not causally related to superior job performance (Boyatzis, 1982:23). However, the two relate to one another at the skills level in a manner that yields five clusters of management classified into goal oriented and action management, leadership, HRM, directing subordinates and focus on other clusters (Boyatzis, 1982:231). Boyatzis (1982:235-241) further links the types and levels of
competencies with the managerial functions of planning, organising, motivating, coordinating and controlling, showing clearly how different types of competencies can be required by different functions. By doing this, the author fortifies the model of effective job performance into what he calls an integrated model of management (Boyatzis, 1982:235-237).

Table 2.2 below presents a summary of Boyatzis (1982)’s 12 competencies and seven threshold competencies for managers, and the associated competency levels (in terms of skill, trait and social role) for different clusters of management. While some competencies are general for managers of all levels, some are specific for senior, middle and entry level managers.

Table 2.2: Types of competencies and threshold competencies for managers of different levels

<table>
<thead>
<tr>
<th>Cluster</th>
<th>Competency</th>
<th>Threshold competency</th>
</tr>
</thead>
<tbody>
<tr>
<td>Goal oriented and action management</td>
<td>Concern with impact (skill, motive)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Diagnostic use of concepts (skill, social role)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Efficiency orientation (skill, motive, social role)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Proactivity (skill, social role)</td>
<td></td>
</tr>
<tr>
<td>Leadership</td>
<td>Conceptualisation(^b) (skill)</td>
<td>Logical thought (skill, social role)</td>
</tr>
<tr>
<td></td>
<td>Self-confidence (skill, social role)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Use of oral presentations (skill, social role)</td>
<td></td>
</tr>
<tr>
<td>HRM</td>
<td>Managing group process(^b) (skill)</td>
<td>Accurate self-assessment (skill)</td>
</tr>
<tr>
<td></td>
<td>Use of socialised power (skill, social role)</td>
<td>Positive regard(^c) (skill)</td>
</tr>
<tr>
<td>Directing subordinates</td>
<td>Perceptual objectivity (skill)</td>
<td>Developing others ((skill, social role)</td>
</tr>
<tr>
<td></td>
<td>Self-control(^d) (trait)</td>
<td>Spontaneity (skill)</td>
</tr>
<tr>
<td></td>
<td>Stamina and adaptability (trait)</td>
<td>Use of unilateral power (skill, social role)</td>
</tr>
<tr>
<td>Focus on others</td>
<td>Specialised knowledge (social role)</td>
<td></td>
</tr>
<tr>
<td>Specialised knowledge</td>
<td>Specialised knowledge (social role)</td>
<td></td>
</tr>
</tbody>
</table>

\(^a\) Items in parentheses indicate levels of competency.
\(^b\) Competency for middle level and senior level managers only.
\(^c\) Competency for middle level managers only.
\(^d\) Competency for entry level managers only.

Source: Adapted from Boyatzis (1982:230).
Boyatzis’ (1982) contribution on competency modelling is appreciated by Mitra et al. (2008:15) who support the use of documented behavioural indicators influencing job performance. With regard to this study, the model is relevant for some competency types such as positive regard, which is proposed for middle level managers as well as managing a group process and conceptualisation, which according to the author, are for middle and senior level managers. These types of competencies have been identified as relevant because they match the objective of this study, which aims to develop and propose a competency framework for implementation by middle level managers (that is, the heads of departments within the Morogoro Municipality’s hierarchy).

2.4.3 Slocum, Jackson and Hellriegel’s Managerial Competency model

Slocum et al. (2008:2-37) propose a managerial competency model with six sets of competencies, which are expected to contribute to the effective management of an organisation. The authors emphasise that organisations should develop the following six key managerial competencies (Slocum et al., 2008:5):

a) communication competency;
b) planning and administration competency;
c) teamwork competency;
d) strategic action competency;
e) self-management competency; and
f) multicultural competency.

A detailed presentation of the important aspects of each managerial competency proposed by Slocum et al. (2008) is shown in Table 2.3 in the next discussion.
Table 2.3: Key managerial competencies

<table>
<thead>
<tr>
<th>Competency</th>
<th>Description of the competency</th>
</tr>
</thead>
<tbody>
<tr>
<td>Communication competency</td>
<td>Informal communication&lt;br&gt;Formal communication&lt;br&gt;Negotiation</td>
</tr>
<tr>
<td>Planning and administration competency</td>
<td>Information gathering, analysis and problem solving&lt;br&gt;Planning and organising projects&lt;br&gt;Time management&lt;br&gt;Budgeting and financial management</td>
</tr>
<tr>
<td>Teamwork competency</td>
<td>Designing teams&lt;br&gt;Creating a supportive environment&lt;br&gt;Managing team dynamics</td>
</tr>
<tr>
<td>Strategic action competency</td>
<td>Understanding the industry&lt;br&gt;Understanding the organisation&lt;br&gt;Taking the strategic action</td>
</tr>
<tr>
<td>Multicultural competency</td>
<td>Cultural knowledge and understanding&lt;br&gt;Cultural openness and sensitivity</td>
</tr>
<tr>
<td>Self-management competency</td>
<td>Integrity and ethical conduct&lt;br&gt;Personal drive and resilience&lt;br&gt;Balancing work and life demands&lt;br&gt;Self-awareness and development</td>
</tr>
</tbody>
</table>

Source: Slocum et al. (2008:6).

The competencies are inter-related making it difficult to draw a sharp distinction between them. Thus, the distinction is only necessary for comprehension purposes (Slocum et al., 2008:5-6). While managers at all levels of the organisational hierarchy require managerial competencies, some competencies are needed more for certain levels of management depending on the functional requirement of each position. For example, first-line managers have the direct supervisory role to the employees who perform the basic production work (of services or goods). They provide a link between the operations of each department or section and the rest of the organisation. Due to the nature of their work, first-line managers need strong technical expertise and communication competency more than other sets of competencies (Slocum, et al., 2008:11-12). Communication competency involves such aspects as informal communication, formal communication and negotiation (see Table 2.3). Slocum et al. (2008:15) stress that communication competency is perhaps the most fundamental of all since it helps managers to
manage networks of relationships with other parties within and outside their organisation and without it, other competencies cannot be used effectively. This implies that, communication competency is needed by managers of all levels, and thus it facilitates the achievement of the organisation’s objectives.

Middle managers are generally responsible for formulating objectives relevant to their portfolio while ensuring consistency with senior management’s goals and translating them to specific targets for the first-line managers to implement (Slocum et al., 2008:12). Thus, they provide a link between the first-line managers and the senior management. For this reason, they require a mix of competencies. Fung et al. (2010:2850-2851) propose middle managers to possess competencies in areas of planning, professional skills, professional ability, ability to develop subordinates and interpersonal ability.

Unlike the other managerial levels, senior managers are responsible for the vision of the whole organisation. Thus, they perform such tasks as developing goals, policies and strategies of the organisation. Their main functions are within the planning and leading category as opposed to organising and controlling functions (Slocum et al., 2008:14). For this reason, strategic action competency is of utmost importance to the senior managers (Slocum et al., 2008:14). Although strategic action competency is mandatory to the senior managers, employees in all functional areas and at all levels are challenged to think strategically due to the dynamic nature of the society.

The need for a mix of competencies by middle managers in order to formulate objectives and translate them into the operational targets for implementation by the first-line managers provides a useful theoretical link with the scope of this study which concerns about developing and proposing a competency framework for environmental policy implementation by the middle managers of Morogoro Municipality. Further discussion of the relevance of the model together with other models in relation to this study is given in Section 2.4.6 of this thesis. The next section presents another managerial competency model.

2.4.4 Mitra, Bangia and Mitra’s Managerial Competency model

Mitra et al. (2008) propose a managerial competency model which consists of 18 key competencies for managers’ outstanding job performance. Different from other models, Mitra et al. (2008)’s model is not only an academic treatise but is meant for hands-on performance by managers. According to the authors, the model was developed by management professionals for
easy understanding and use after realisation that managers do not get sufficient practical knowledge and skills from their academic career. The authors argue that, from their academic programmes, managers only obtain 30% of what they need for their work while the remaining 70% comes from scattered and disconnected learning within the complex working environment (Mitra et al., 2008:v). The model was developed from an accumulation of work experience by professionals of large and competing organisations in India (Mitra et al., 2008: vi).

The proposed model defines the key managerial competencies along with three proficiency levels required for the different levels of management – senior, middle and junior. According to the authors, managers at the highest level along the organisation hierarchy (i.e. senior managers) may demonstrate competencies required for the middle and junior proficiency levels (Mitra et al., 2008:12). The following is a list of the 18 competencies proposed by Mitra et al. (2008:19-198) for managers of all levels in organisations:

a) communication;
b) influence and negotiations;
c) building relationships;
d) teamwork;
e) leadership;
f) building capability;
g) analytical skills;
h) decision-making;
i) planning and organising;
j) business focus;
k) cost and profit management;
l) service focus;
m) managing changing environment;
n) continuous improvement (innovation);
o) personal responsibility;
p) technical skills;
q) initiative and proactivity; and
r) competencies exclusive for the senior management.

According to the model, the senior management of any organisation is expected to demonstrate some exclusive competencies, which are embedded in special qualities. The recommended qualities and examples of the associated competencies are presented in Table 2.4 below.
Table 2.4: Examples of exclusive competencies embedded to special qualities for the senior management of an organisation

<table>
<thead>
<tr>
<th>Quality category</th>
<th>Quality</th>
<th>Related competencies</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Intellectual qualities</strong></td>
<td>Conceptual understanding and integration</td>
<td>Business knowledge</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Industry understanding</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Organisation understanding</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Information search skills</td>
</tr>
<tr>
<td></td>
<td>Strategic planning and organising</td>
<td>Intellectual versatility</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Research</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Model-building skills</td>
</tr>
<tr>
<td><strong>Adaptable qualities</strong></td>
<td>Versatile leadership</td>
<td>Self-knowledge</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Relationship-building skills</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Feedback skills</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Presentation skills</td>
</tr>
<tr>
<td></td>
<td>Creative implementation</td>
<td>Project management skills</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Subject matter knowledge</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Goal-setting abilities</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Cost-benefit analysis skills</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Writing skills</td>
</tr>
<tr>
<td><strong>Achievement-oriented</strong></td>
<td>Building high impact teams</td>
<td>Career development understanding</td>
</tr>
<tr>
<td>qualities**</td>
<td></td>
<td>Coaching/mentoring skills</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Counselling skills</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Consulting skills</td>
</tr>
<tr>
<td></td>
<td>Performance management</td>
<td>Project management skills</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Subject matter understanding</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Goal-setting skills</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Cost-benefit analysis skills</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Writing skills</td>
</tr>
</tbody>
</table>

Source: Mitra et al. (2008:198-204).

Table 2.5 below presents a summary of all the suggested 18 competencies required for the junior, middle and senior proficiency levels of management in the hierarchy of an organisation.
Table 2.5: Key managerial competencies at different proficiency levels

<table>
<thead>
<tr>
<th>Category</th>
<th>Competency</th>
<th>Proficiency level</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Interpersonal skills</strong></td>
<td>Communication</td>
<td>Needed differently at all levels</td>
</tr>
<tr>
<td></td>
<td>Influence and negotiations</td>
<td>Needed differently at all levels</td>
</tr>
<tr>
<td></td>
<td>Building relationships</td>
<td>Needed differently at all levels</td>
</tr>
<tr>
<td><strong>People development</strong></td>
<td>Teamwork</td>
<td>Needed differently at all levels</td>
</tr>
<tr>
<td></td>
<td>Leadership</td>
<td>Needed differently at all levels</td>
</tr>
<tr>
<td></td>
<td>Building capability</td>
<td>Needed differently at all levels</td>
</tr>
<tr>
<td><strong>Work effectiveness</strong></td>
<td>Analytical skills</td>
<td>Needed differently at all levels</td>
</tr>
<tr>
<td></td>
<td>Decision-making</td>
<td>Needed differently at all levels</td>
</tr>
<tr>
<td></td>
<td>Planning and organising</td>
<td>Needed differently at all levels</td>
</tr>
<tr>
<td><strong>Achieving business results</strong></td>
<td>Business focus</td>
<td>Needed differently at all levels</td>
</tr>
<tr>
<td></td>
<td>Cost and profit management</td>
<td>Needed differently at all levels</td>
</tr>
<tr>
<td></td>
<td>Service focus</td>
<td>Needed differently at all levels</td>
</tr>
<tr>
<td><strong>Professional improvement</strong></td>
<td>Managing changing environment</td>
<td>Needed differently at all levels</td>
</tr>
<tr>
<td></td>
<td>Continuous improvement</td>
<td>Needed differently at all levels</td>
</tr>
<tr>
<td></td>
<td>(innovation)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Personal responsibility</td>
<td>Needed differently at all levels</td>
</tr>
<tr>
<td></td>
<td>Technical skills</td>
<td>Needed differently at all levels</td>
</tr>
<tr>
<td></td>
<td>Initiative and proactivity</td>
<td>Needed differently at all levels</td>
</tr>
<tr>
<td><strong>Broader picture qualities</strong></td>
<td>Competencies exclusive for senior management</td>
<td>Needed exclusively for the senior management level only</td>
</tr>
</tbody>
</table>

Source: Adapted from Mitra et al. (2008:19-204).

The authors emphasise developing all the managerial competencies by organisations since each has its unique role. For example, with respect to communication competency, Mitra et al. (2008:19) emphasise that, without effective communication, organisations will not survive in the world of competition since it is needed for everything in the organisation. Communication involves the message, the sender and the receiver. It facilitates the sharing of information and ideas across the organisation and between the organisation and the external environment (Mitra et al., 2008:19).

In terms of relevancy to this study, Mitra et al. (2008)’s model is useful in providing a theoretical assistance in the assessment of the competencies among the management staff of MMC with special emphasis on the implementation of the NEP. The theoretical linking of competencies with proficiency levels along the organisational hierarchy is particularly a useful aspect of the model, which will provide an in-depth assessment of the available competencies. Although the 18 managerial competencies proposed by Mitra et al. (2008) are essential for the Morogoro municipal managers in general, the emphasis of this study is the middle level managers who
have a direct role of translating the National Policies to suit the council’s context. Thus, the competencies needed by middle level managers will be of great theoretical assistance when developing the managerial competency framework for the MMC with regard to the implementation of the NEP, 1997.

2.4.5 Louw’s managerial competency model

Louw (2012) proposes a managerial competency model, which is an improvement of the Slocum et al. (2008)’s work. The author proposes the following six key managerial competencies (Louw, 2012:30):

a) communication competency;
b) planning and administration competency;
c) teamwork competency;
d) strategic action competency;
e) global awareness competency; and
f) emotional intelligence and self-management competency.

Like those suggested by Slocum et al. (2008)’s model, the six managerial competencies identified by Louw (2012) are inter-linked, implying that no one competency can operate in isolation. Louw (2012:31) argues that in practice, it is difficult to draw a sharp distinction between one competency and another. For the sake of categorisation, the competencies suggested by Louw (2012)’s model are presented in Figure 2.3 below.
Figure 2.3: A model of key managerial competencies

Source: Louw (2012:30).

A detailed presentation of the various aspects of each competency proposed by Louw (2012) is shown in Table 2.6 that follows.
Table 2.6: Louw (2012)’s key managerial competencies

<table>
<thead>
<tr>
<th>Competency</th>
<th>Description of the competency</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Communication competency</strong></td>
<td>Informal communication&lt;br&gt;Formal communication&lt;br&gt;Negotiation</td>
</tr>
<tr>
<td><strong>Planning and administration competency</strong></td>
<td>Information-gathering, analysis and problem solving&lt;br&gt;Planning and organising projects&lt;br&gt;Time management&lt;br&gt;Budgeting and financial management</td>
</tr>
<tr>
<td><strong>Teamwork competency</strong></td>
<td>Designing teams&lt;br&gt;Creating a supportive environment&lt;br&gt;Managing team dynamics</td>
</tr>
<tr>
<td><strong>Strategic action competency</strong></td>
<td>Understanding the industry&lt;br&gt;Understanding the organisation&lt;br&gt;Taking the strategic action</td>
</tr>
<tr>
<td><strong>Global awareness competency</strong></td>
<td>Cultural knowledge and understanding&lt;br&gt;Cultural openness and sensitivity</td>
</tr>
<tr>
<td><strong>Emotional intelligence and self-management competency</strong></td>
<td>Integrity and ethical conduct&lt;br&gt;Personal drive and resilience&lt;br&gt;Balancing work and life issues&lt;br&gt;Self-awareness and development&lt;br&gt;Spiritual intelligence</td>
</tr>
</tbody>
</table>


A comparison between the model proposed by Slocum *et al.* (2008) and that of Louw (2012) shows similarities in four sets of competencies (communication competency, planning and administration competency, teamwork competency, and strategic action competency). The differences shown are mainly based on categorisation of the competencies. While Slocum *et al.* (2008:6) classify cultural knowledge and understanding, and cultural openness and sensitivity as aspects of multicultural competency, Louw (2012:31) classifies the same as global awareness competency. Additionally, Slocum *et al.* (2008:6) classify integrity and ethical conduct, personal drive and resilience, balancing work and life demands, and self-awareness and development as aspects of self-management competency while Louw (2012:31) classifies them, together with spiritual intelligence, as aspects of emotional intelligence and self-management competency (Tables 2.3 and 2.6 above).
2.4.6 Discussion of the models

Although different models propose different labels and number of competencies required by managers, all of them consider competency as a set of characteristics required for superior performance. The models offer a more or less similar conceptual approach in addressing the concept of managerial competency as a set of certain interdependent personal characteristics which may include knowledge, skills, motives, attitude and behaviour, which can influence job effectiveness and hence distinguishing a superior manager from an ordinary performer. They also agree on the fact that competencies of an organisation’s employees are different from natural talents and can be developed and improved through determined efforts of the management.

With the current changes of the society and the associated public sector reforms, the models provide a wide option for public organisations as a basket of competencies for developing competent managers in their intention to serve the society effectively and efficiently. The knowledge developed by the generic competency models has been used by different governments such as those of Canada, South Africa and Tanzania to prepare leadership competency frameworks at national level (GoC, 2006:1; Nassor, 2009:31-33; De Wet, 2010:18-19). Generic competency models for managers are concerned with general competencies required by managers for superior performance. For contextual purposes, it is important to identify and develop core competencies relevant to particular organisations operating in different environments (Asumeng, 2014:4). Since developing core competency models is costly and time consuming, organisations can contextualise specific competencies from the generic competency models as a starting point for the development of their competency frameworks (Koenigsfed, 2008:26). In the same way, different generic competency models will be useful in providing theoretical ground for this study in efforts to develop core managerial competencies relevant to MMC.

Additionally, the models’ link to the organisations’ business goals and strategies is instrumental to the achievement of the organisational vision (Rodriguez et al., 2002:310). All the models reviewed in the previous sub-section offer great importance on the planning function, and, thus, the study argues implying a direct link to the vision of the organisation. Adoption of the models will likely contribute to cohesive human capital development of the organisation since certain competencies can be used by managers of different levels and in different management functions (Boyatzis, 1982:236; Rodriguez et al., 2002:310; Slocum et al., 2008:14-15; Mitra et al., 2008:19-204).
Despite their usefulness, the generic managerial competency models cannot avoid criticism due to the challenges encountered, both in theory and in practice. The models are too broad to suit different situations. Since different organisations exist and survive in different distinctive contexts of internal and external environments, such generalised models will most likely not be able to help in developing the appropriate managerial competencies but rather, they will only provide a general guide (Raven, 2001b:163-164; Project Management Institute, 2007:4-5). An analysis of the models reveals that there have been simple improvements of the early models with time without contextualising them into the reality of the dynamic society and the associated practical challenges (Kurschus & Pilinkienê, 2012:52). This brings several challenges in terms of conceptual scope and in the practical sense, which means more specific models are needed to suit different contextual differences.

Since the models recognise the contribution of the competencies of individual employees in improving the performance of the organisation, this study deduces that the models emphasise the integration of the competencies of managers at different levels for improved performance of the organisation as a whole. Without undermining the importance of individual competencies, Boreham (2004:8) suggests to regard competency as an attribute of a group, a team or a community. The author suggests a new way of thinking in order to construe both individual and collective competencies in a mutually constitutive manner, emphasising that there is a certain level of complexity within some groups and teams and that some have differentiated roles (Boreham, 2004:14). Although the author is bringing a new conceptual idea, beyond the scope of this study, he is still advocating the need for contextualising models of managerial competency to specific situations appropriate to the organisational environment.

While the generic models assume that managers of an organisation are required to take the necessary individual actions for effective performance within the framework of the organisational policies (Boyatzis, 1982:13), most of them are silent on the competencies required for the implementation of both their policies and the policies external to the organisations. For LGAs in Tanzania such as MMC, national development policies cannot be part of the internal organisational environment nor can they be part of organisational policies but they are part of external environment. Thus, the task of translating and internalising the external environment into the organisational systems in accordance with Boyatzis (1982:13; Mitra et al., 2008:19), requires a certain set of competencies with specific knowledge, skill and attitude or behaviour. The type and levels of competencies required in this case cannot be stated with ease because of
the local context differentiation. This calls for the need of specific managerial competency frameworks to operate in local government areas while taking care of the local contexts.

While Slocum \textit{et al.} (2008:5), Mitra \textit{et al.} (2008:198-204) and Louw (2012:30) propose managers to develop competencies in strategic planning (which in practice is linked with policy implementation), such propositions are not sufficient in consideration of the local government’s structural and reporting environments. While the LGAs in Tanzania work administratively under the Ministry responsible for Regional Administration and Local Government, they are responsible for the implementation of all national sectoral policies from all ministries. This forces them to deal with all development sectors, environment being one of them. In such a situation, the generic competency models are useful in the attempt of this study to propose a more contextually relevant competency framework as both the academic and practical contribution of the study. Thus, MMC and other LGAs face a challenge of the need to identify and develop the required competencies in accordance with Starling (2005:18-22) who places a crucial importance on building the competency of public managers in implementation of public policies and programmes in their local contexts.

In Tanzania and for MMC in particular, while the information regarding the academic qualification and the level of professional experience needed by public environmental managers at municipal level may be easily obtained from the government’s scheme of service, the behavioural competencies required and those possessed by the staff can hardly be available because they have not been developed. It is thus noted that the available literature on managerial competency models, lack emphasis of contextual and sectoral specificity which is highly needed by public organisations. Nevertheless, all the above models cited will provide a good starting ground in developing and thus proposing the types of general competencies expected of any Morogoro Municipal manager with peculiar reference to environmental policy implementation.

\textbf{2.5 CONCLUSION}

This chapter addressed the first research objective of the study which was to investigate managerial competency-based theories and models relevant to government for the successful implementation of environmental policy in the local context. The review of literature has demonstrated that the theory and practice of P(p)ublic A(a)dministration has been changing to cope with the needs associated with the dynamic nature of the society. The changes have been accompanied by different public policy reforms, whose implementation, demanded robust HRD strategies. In the same line, public organisations need competent managers to cater for the
changing needs of the public. The generic managerial competency models reviewed in this chapter are useful as guiding tools but they provide no evidence for adoption as competency frameworks for an individual organisation because they lack the contextual and sectoral specificity. The lack of contextual specificity emphasises the need for specific public organisations, including LGAs, to develop their own managerial competency frameworks, which will suit the specific organisational contexts.

In the next chapter, the focus is on Tanzania’s legislative environment enabling human resource managers to implement environmental development initiatives. A special reference is made to competency development within the local government context.
CHAPTER 3

LEGISLATIVE ENVIRONMENT ENABLING THE DEVELOPMENT OF ENVIRONMENTAL POLICY IMPLEMENTATION COMPETENCY IN TANZANIA

3.1 INTRODUCTION

In Chapter 2, relevant literature on the theory of competency and competency models was reviewed. Several managerial competency models were described and discussed in connection with the study objectives as a basis to provide the direction in the collection of field data. The managerial competency models were also reviewed to assist in ultimately developing a managerial competency framework for the MMC with specific emphasis on the implementation of the NEP, 1997. In this chapter, the status quo regarding the United Republic of Tanzania’s environmental policy and legislative arrangements is provided, in order to address the second research objective of this thesis, which is about identifying and describing Tanzania’s statutory framework enabling human resource managers to implement environmental management initiatives with special reference to competency development within the local government context. The chapter intends to discuss the policies and legislations in connection with the development of managerial competencies in policy implementation.

3.2 CONSTITUTIONAL OBLIGATIONS REGARDING PUBLIC ADMINISTRATION, HUMAN RESOURCE MANAGEMENT AND POLICY IMPLEMENTATION

There is no doubt that public administration is closely linked to the constitution of any country and it plays a crucial role in the constitutional implementation (Spicer, 1995:5-6). Wilson (1887:200) contends that, the functions of public administration are to be systematically adjusted to certain policy standards, dictated by a constitution. The author emphasises that Public Administration, both as a science and as a practice, plays an important role in the writing and implementation of a constitution. In the same way, Spicer and Terry (1993:239) contend that public administration is grounded in the general constitutional logic. By constitutional logic, the authors mean the reason why citizens of a nation agree to develop a constitution for guiding their political order and hence checking the discrestional power of the public administrators (Spicer, 2007:164). Nevertheless, a certain degree of discrestional power for the administrators has to be provided for in a constitution to allow for or resist some significant political influences on lawful
grounds (Spicer and Terry, 1993:244). The above contentions imply that a constitution defines the structure and processes of public administration in a nation and that the administrators are responsible for guiding its implementation within some defined powers and limits. In this context, public administrators can be governmental instruments for either serving or burdening the citizens. The citizens will be served well if there is a good and balanced interaction between the three arms of state, namely the legislature, the judiciary and the executive. According to Nigro and Nigro (1973:4-18), Public Administration in both science and practice, is concerned about these three arms of state.

In connection with the above contentions, the 1977 Constitution of the United Republic of Tanzania (amended in 2005) structures and distributes public powers along the three arms of the state. The executive arm of the United Republic is described in Chapters Two (Articles 33-61) and Four (102-105) of the Constitution. Chapter Three (Articles 62-101) and part of Chapter Four (Articles 106-107) describe the legislature while Chapter Five (Articles 107A-128) concerns the Judiciary. The existing structure of the government has a bearing to the 1964 union between the Republic of Tanganyika (now Mainland Tanzania) and People’s Republic of Zanzibar (now Tanzania Zanzibar) to form one sovereign state, Tanzania. Because of the union, there is a two-tiered structure of government comprising the Government of the United Republic of Tanzania (URT) and the Revolutionary Government of Zanzibar (RGoZ), named after the Zanzibar Revolutions of 12th January 1964. While the government of the URT has executive, legislative and judicial bodies, which cater for both the union matters and matters specific to Mainland Tanzania, the RGoZ has its own bodies to cater for Zanzibar’s specific (non-union) needs related to each of the three arms (URT, 2005a:13; Goitom, 2014:1). All matters not listed among the 22 union matters in the First Schedule of the Constitution are considered non-union and are thus handled as matters specific to either Mainland Tanzania or Tanzania Zanzibar (URT, 2005a:90).

In broad overview of the practice of public administration along the above two-tiered structure of government, Article 4 (1) of the Constitution reads:

“All state authority in the United Republic shall be exercised and controlled by two organs vested with executive powers, two organs vested with judicial powers and two organs vested with legislative and supervisory powers over the conduct of public affairs” (URT, 2005a:13).
The two organs referred to here are the Government of the URT and the RGoZ. Each of the organs is headed by a President. While the President of the URT is constitutionally, the Head of State, Head of Government and Commander-in-Chief of the Armed Forces, the President of Zanzibar is the Head of Zanzibar’s Executive arm, Head of the RGoZ and the Chairperson of the Zanzibar Revolutionary Council, which is an Isles’ equivalent of the Union’s Cabinet (URT, 2005a:25, 59).

As far as the legislature is concerned, the Constitution (URT, 2005a:43, 61) provides for the existence of two organs, namely:

a) the Parliament, which is formed by Members of Parliament (MPs) from both Mainland Tanzania and Tanzania Zanzibar and the Attorney General; and
b) the House of Representatives, which is a legislative body specific for Tanzania Zanzibar, formed by peoples’ representatives (other than the MPs), elected or appointed according to the Constitution of Zanzibar, 1984. The 1985 Constitution of Zanzibar is in force only in the islands part of Tanzania (Zanzibar) while the 1977 Constitution of the United Republic of Tanzania operates both in the mainland area and the islands area in what are referred to as union matters, which are presented shortly. The President of Zanzibar is also a member of the House.

The Parliament consists of the President of the URT and the National Assembly. The National Assembly, on behalf of the people is charged with the oversight and advisory functions to the government of the URT for all union and Mainland Tanzania matters while the House of Representatives has the legislative authority over all non-union matters in Tanzania Zanzibar only (URT, 2005a:41-42).

The two-tiered government structure shapes the structure and practice of public administration and management in Tanzania. Thus, both the politico-administrative and managerial dimensions of government performance in Tanzania run along the two governments, the union government and the RGoZ. According to Milakovich and Gordon (2013:12), the managerial dimension of public administration concerns among other internal workings of government agencies, the implementation of national policies and the accompanied programmes through different public organisations. Policy implementation is one of the fundamental functions of the executive arm of the state. The structure of the executive arm in both Mainland Tanzania and Tanzania Zanzibar is comprised of the central and the local government. In this sense, Article 6 of the Constitution states “the Government includes the Government of the United Republic, the Revolutionary
Government of Zanzibar, LGAs and any person who exercises power or authority on behalf of either Government” (URT, 2005a:14). In Article 145 (1), the Constitution recognises LGAs such as municipal councils, as public authorities established in both Mainland Tanzania and Tanzania Zanzibar from regional headquarters, district and, finally, to village levels (URT, 2005a:83). According to Article 146 (1) of the Constitution, the purpose of having LGAs in the government structure of Tanzania is to decentralise authority to the people. In policy implementation, LGAs have the constitutional mandate to plan and implement development programmes for their areas of jurisdiction (URT, 2005a:83).

Since this study is not about the structure of the three arms of the state, a detailed assessment of any of the arms will not be done. However, for contextual purposes, it suffices to mention that, the NEP, 1997 and its accompanied legislations are for the Mainland Tanzania only, because environmental matters are constitutionally, not among the union matters. Environmental matters are dealt with by the NEP, 1997 and the Zanzibar Environmental Policy, 2013 independently in Tanzania Mainland and Tanzania Zanzibar respectively. The Zanzibar Environmental Policy, 2013 deals with all environmental matters in Zanzibar (RGoZ, 2013:3). A list of union matters is presented in Table 3.1 below.
Table 3.1: A list of union matters of the United Republic of Tanzania

<table>
<thead>
<tr>
<th>S/N</th>
<th>Union matter(s)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>The Constitution of Tanzania and the Government of the United Republic.</td>
</tr>
<tr>
<td>2</td>
<td>Foreign Affairs.</td>
</tr>
<tr>
<td>3</td>
<td>Defence and Security.</td>
</tr>
<tr>
<td>4</td>
<td>Police.</td>
</tr>
<tr>
<td>5</td>
<td>Emergency powers.</td>
</tr>
<tr>
<td>6</td>
<td>Citizenship.</td>
</tr>
<tr>
<td>7</td>
<td>Immigration.</td>
</tr>
<tr>
<td>8</td>
<td>External borrowing and trade.</td>
</tr>
<tr>
<td>9</td>
<td>Service in the Government of the United Republic.</td>
</tr>
<tr>
<td>10</td>
<td>Income tax payable by individuals and by corporations, customs duty and excise duty on goods manufactured in Tanzania collected by the Customs Department.</td>
</tr>
<tr>
<td>11</td>
<td>Harbours, matters relating to air transport, posts and telecommunications.</td>
</tr>
<tr>
<td>12</td>
<td>All matters concerning coinage and currency for the purposes of legal tender (including notes), banks (including savings banks) and all banking business; foreign exchange and exchange control.</td>
</tr>
<tr>
<td>13</td>
<td>Industrial licensing and statistics.</td>
</tr>
<tr>
<td>14</td>
<td>Higher education.</td>
</tr>
<tr>
<td>15</td>
<td>Mineral oil resources, including crude oil other categories of oil or products and natural gas.</td>
</tr>
<tr>
<td>16</td>
<td>The National Examinations Council of Tanzania and all matters connected with the functions of that Council.</td>
</tr>
<tr>
<td>17</td>
<td>Civil aviation.</td>
</tr>
<tr>
<td>18</td>
<td>Research.</td>
</tr>
<tr>
<td>19</td>
<td>Meteorology.</td>
</tr>
<tr>
<td>20</td>
<td>Statistics.</td>
</tr>
<tr>
<td>21</td>
<td>The Court of Appeal of the United Republic.</td>
</tr>
<tr>
<td>22</td>
<td>Registration of political parties and other matters related to political parties.</td>
</tr>
</tbody>
</table>


With respect to the Constitutional obligation in the conservation of the environment, Article 9, sub-article (c) of the Constitution of the URT (1977) requires the state authority and its agencies to direct their policies towards ensuring that “the national wealth and heritage are harnessed, preserved and applied for the common good and also to prevent the exploitation of one person by another”. According to Mokiwa and Mwamukonda (2015:7), this sub-article aims to promote environmental conservation although its central focus is more about equity policies for the avoidance of the exploitation of man to man, which is central to Socialism. The whole of Article 9, which consists of 11 sub-articles is under the pursuit of Ujamaa (Socialism) and Self-Reliance (URT, 2005a:15), and thus, the sub-articles emphasise the promotion of the Rule of Law, human dignity and democracy as well as the eradication of injustice, intimidation, favouritism,
discrimination, oppression and corruption. The direction towards Socialism is explained in subsequent sections of this thesis.

Article 14 is about the right to life and its protection. The Article stipulates “every person has the right to live and to the protection of his life by the society in accordance with the law” (URT, 2005a:17). By implication, the judicial interpretation of Article 14 extends to include the right to safe, clean and healthy environment (Mokiwa & Mwamukonda, 2015:7). Additionally, Sub-article 32(2)(e), confers power to the President of the United Republic to proclaim a state of emergence in case of environmental calamity threatening the society. The mention of environmental matters in the Constitution is hardly focused on the possibilities to warrant the promotion of policy strategies on the conservation of the environment because environment is not mentioned as the primary subject.

With respect to policy formulation and implementation, the executive arm of the URT is mandated to constitute human resources for different government offices for the smooth delivery of public affairs. Article 36 (2) of the Constitution provides the President with authority to appoint personnel to different leadership positions responsible for public policy formulation and implementation (URT, 2005a:26). By this article, coupled with Article 55, the Constitution entrusts the President with the authority to appoint senior public servants including cabinet ministers, deputy ministers, heads of independent government departments and executive agencies. According to Section 3 of the Public Service Regulations, 2013, an independent government department (commonly referred to as an independent department) means “a department of the Government that is not under the direct control of the Ministry” (URT, 2003a).

In connection with the appointment authority of the President, part of Article 36 (2) reads:

“The President shall have the authority to appoint persons to hold positions of leadership responsible for formulating policies for departments and institutions of the Government, and the Chief Executives who are responsible for supervision of the implementation of those department’s and institution’s policies in the Service of the Government of the United Republic, ……” (URT, 2005a:26).

These managers are responsible for ensuring the success of public policy through sectoral and organisational policies which match with the felt needs of the society. Public policy is used here in broad sense as an intention of the government to improve in specific ways the felt needs of people through solving perceived problems, thereby achieving the desired changes in the society (De Coning & Wissink, 2011:7). This requirement of the government is not a simple task to the
public servant entrusted with management positions. Warioba and Msabila (2011:49) assert that policy implementation is complex and is influenced by various factors including the structure of the government, resource availability as well as the awareness, personal interests, attitude and values of the people.

The authority, through delegation, cascades down to different public servants who are entrusted with the appointment and recruitment functions. The above Constitutional obligation is fulfilled through different legislative arrangements for HRM and development in the public sector as elaborated in the next section.

3.3 NATIONAL LEGISLATION ENABLING HUMAN RESOURCE MANAGEMENT AND DEVELOPMENT

The Constitutional obligation of administration of public affairs entrusted to the executive arm is fulfilled by different policy and legislative arrangements with respect to management and development of human resources. The management and development of human resources in Tanzania are legitimately guided by the Public Service Act (8 of 2002), Public Service Regulations, 2003, Public Service Management and Employment Policy, 2008 and Standing Orders for the Public Service, 2009 (Issa, 2011:16-17; URT, 2013a:5). The Public Service Act (8 of 2002) is the main legislation used to guide the government and its agencies, both in structure and functions of the Public Service. The main purposes of the act (URT, 2002a:3) are to:

a) constitute Tanzania’s Public Service;
b) provide for the functions and obligations of the Public Service; and
c) establish the Public Service Commission and provide for matters related to it such as its membership, services to the public servants and functions.

The Public Service Act (8 of 2002) was then amended in order to make several improvements including the establishment of new bodies and redefining the roles of Public Service Commission to incorporate oversight roles (Issa, 2011:17). Following the amendments through the Public Service (Amendment) Act (18 of 2007), open performance appraisal (Sections 6) was given a legal obligation and the Public Service Recruitment Secretariat (PSRS) (Section 29) was established (URT, 2007b:3, 6). The establishment of the Public Service Commission was a result of the efforts of the government to bring about fundamental changes in the management of employees as human resources in order to replace the traditional personnel administration approach (URT, 2014a).
The Public Service Act (8 of 2002) directs how public services should be administered by identifying the Chief Secretary as the head of the Public Service. As the head of the Public Service, the Chief Secretary provides leadership and direction ensuring among other things, efficient and effective performance of public servants through training and motivation (URT, 2002a:5-6). In fulfilling the role of providing leadership and direction of the Public Service, the Chief Secretary issued a circular which requires public servants who vie for politically elected positions to withdraw from the Public Service. The circular is known in Swahili language as “Waraka wa Mkuu wa Utumishi wa Umma Na. 1 wa Mwaka 2015 Kuhusu Utaratibu wa Watumishi wa Umma Wanaogombea Nyadhifa za Kisiasa Nchini” which translates to the Circular of the Head of Public Service (1 of 2015) about the Procedure for Public Servants Vying for Political Positions in the Country. The Circular was issued in January 2015 in accordance with Section 8(1) of the Public Service Act (8 of 2002) by the Chief Secretary. Sections 3.1.1 and 3.1.4 of the Circular direct that any public servant who has been declared by the National Electoral Commission (NEC) as a candidate for the position of either an electoral constituent’s MP or a ward councillor should resign from the Public Service and be paid the appropriate benefits (URT, 2014c:2-3). As mentioned above, the Act provides for the establishment of the Public Service Commission, catering for all the public servants including those in local government. Apart from advising the President in various public service matters, the Commission is also responsible for issuing guidance and conducting merit based recruitment for the Public Service (URT, 2002a:12).

Following the enactment of the Act and the Public Service Regulations, 2003, the third edition of the Standing Orders for the Public Service, 2009 was released to replace the 1994’s second edition. The Standing Orders contain general conditions of service for Tanzania’s Public Service (URT, 2009a:iv). Public servants at all levels of the Public Service use the Standing Orders in the implementation of the human resource related policies and observation of the public service legislation. For fulfilment of the intended purpose, it is emphasised that the Standing Orders be read together with the Public Service Regulations, 2003 (URT, 2009a:iv). The Standing Orders provide information on the organisation of the government and procedures for the conduct of the business. HRM and HRD are among the government businesses emphasised in the Standing Orders. While Standing Order D.62 directs that all public servants participate in an open performance appraisal as one of HRD strategies, Order G.1 emphasises the general policy regarding training. Under this Order, the government does not only direct but also commits to engage in HRD through training and skills development for successful policy implementation.
The emphasis placed on appropriate HRD through the various legislations is, thus, undeniable.

The government’s commitment in HRD in the Public Service is also shown by the Training Policy for the Tanzania Public Service, 2013. Among other things, the Policy seeks to fill the gaps brought about by the absence of a comprehensive HRD policy. The general objective of the Policy is “to ensure that training in the public service is systematically coordinated and managed for effective and efficient service delivery” (URT, 2013a:9-10). The human resource challenges faced by the government and the Public Service of Tanzania in general are not only related to training. Rather, other inadequacies in number and quality of human resources in Tanzania have persisted since the independence era.

Regarding the inadequacies, Mutahaba (2015a:76) asserts that at independence (1961), most of the managerial positions in the Public Service were held by the colonial experts implying that the competencies of the indigenous human resources to hold the managerial positions in the Public Service were low. The author emphasises that the pool from which the government could recruit human resources to fill these senior positions was also limited since at independence, the infrastructure was weak and the nation had only 68 citizens with university degrees and only 2,400 secondary schools’ students. Although it is difficult to determine the proportion of these figures because of lack of population data, the general assessment shows that they are on the lower side, especially when compared with the Tanzania Mainland’s first population figure of 11,958,654 for 1967 (Agwanda & Amani, 2014:3). The total number of public servants at professional and technical levels was only 2,246, of whom, Africans constituted 29.5 %, Asians 19 % and Europeans 51.5 % (URT, 2013a:1).

The above challenges prompted the need for improvement efforts by the then young government. The need to strengthen the HR function is an important initiative not only in Tanzania but also in the rest of Africa, as it has been a subject of discussion in a variety of forums (Mutahaba, 2015b:v). According to Mutahaba (2015b:v), the forums which recognised the need for strengthening human resource function in the Public Service as an African agenda include the following:

a) The Seventh Africa Governance Forum (AGF 7) held in Ouagadougou (Burkina Faso) at the end of October 2007, which emphasised the need for the development of institutional capacity and human resources.
b) The Roundtable Conference of the Africa Association for Public Administration and Management (AAPAM) held in Accra Ghana from 6th to 10th October 2008. This AAPAM conference issued a communiqué which called for the development of competent, innovative and motivated human resources.

c) A workshop attended by human resource managers from 23rd to 27th February 2009 in Arusha, Tanzania. During this workshop, the delegates agreed to establish an Africa Public Sector Human Resource Managers’ Network (APS-HRM-net), whose support was urged from African governments.

d) An APS-HRM-net organised workshop of human resource professionals held from 14 to 18 March 2011 in Addis Ababa, Ethiopia. The workshop called for the need to modernise and professionalise the human resource function in the Public Service.

In Tanzania, the government has engaged in a variety of efforts aimed at improving the Public Service through a series of reforms for more efficient and effective service delivery. Issa (2011:10-12) narrates a series of the reform efforts undertaken by the government since independence in four phases of 1960s – 1970s, 1980s, 1990s and 2000s. The reforms are described as follows:

a) In 1961, the government of Tanzania (then Tanganyika) inherited the devolved local government administration system, which had representation of elected members. The system was abolished in 1972 after the introduction of regional administration system, which involved decentralisation by de-concentration. In this system, some of the nationally made decisions were then decentralised to the regional public servants for every administrative region in efforts to intensify development planning through the Africa-wide Integrated Rural Development Programme, which was christened Regional Development Programmes in Tanzania (Oyugi & Makauki, 2010:67). This system replaced the elected representatives at lower levels with public servants and officials of the ruling party. The central planning was a result of the adoption of socialist ideology brought about by Arusha Declaration of 1967, which introduced the Policy of Socialism and Self-Reliance (Issa, 2010:4; Norman & Massoi, 2010:315; Oyugi & Makauki, 2010:66; Issa, 2011:10-11). With regard to the shortage of human resources at senior levels, the government adopted long-term (1961-1980) strategic HR planning, which aimed at developing sustainable capacity to assess human resource needs for national development. Concurrently, a division was established in the then Ministry of Planning (now PO-PSM) with the obligations of making the plan successful resulting in developing managerial skills (URT, 2013a:1-2).
b) In 1980s, the LGAs were re-instated by the Local Government Act (District Authorities) (7 of 1982) and Local Government Act (Urban Authorities) (8 of 1982). While the Local Government Act (District Authorities) (7 of 1982) is mandated to establish LGAs in the form of district councils, which operate from the district headquarters to the village level (in rural areas), the Local Government Act (Urban Authorities) (8 of 1982) concentrates on urban areas thereby establishing town councils, municipal councils and city councils. From the mid-1980s to 1990s, Structural Adjustment Programmes (SAPs) were introduced and changed the political orientation of the nation towards political pluralism, which was then adopted in 1992. This era witnessed a series of reforms in economic and market liberalisation including the implementation of privatisation policies. While these public service reforms involved structural changes, they also aimed to promote effectiveness and efficiency of human resources in the delivery of public services down to the community level. Despite the adoption of SAPs, the LGAs in the country were still suffering effective human resource capacity and management shortages. Moreover, the human resources of the local government and training institutions created in the 1961-1980 period did not obtain training opportunities under SAPs for building their capacities (URT 2013a:3).

c) Between 1991 and 1999, there was the Civil Service Reform Programme, which involved downsizing of the Public Service and bringing the wage bill under control. According to Issa (2011:11), the roles and functions of government were redefined and some were decentralised to LGAs and executive agencies. This period was considered as a transition stage for providing a change framework in order to align the country’s public administrative systems to the new and emerging political and economic realities in the world (Issa, 2011:11).

d) The Civil Service Reform Programme was succeeded by Public Service Reform Programme (PSRP), (2000-2017) to cater for all ministries, independent departments, government agencies, regions and LGAs. PSRP has been implemented in three overlapping phases, each with a distinct theme. The first phase of the reform (PSRP I), which was implemented from 2000 to 2007 focused on instituting performance management systems, while PSRP II (2008-2012) focused on enhanced performance and accountability, and PSRP III (2012-2017) currently focuses on quality improvement cycles (URT, 2008b:2-4; Issa, 2011:11; URT, 2012b). According to URT (2013a:3-4), the Programme has some components influencing technical, managerial and leadership competencies of the Public Service. In order to implement the reforms successfully, HRD was given a long-term training target. Consequently, the Tanzania Public Service College (TPSC), Tanzania Global Learning
Agency (TaGLA) and the Institute of African Leadership for Sustainable Development (UONGOZI Institute), were established in addition to the Local Government Training Institute (LGTI) already in existence. While the TPSC’s mandate is to offer statutory services and voluntary training for public servants, TaGLA is a virtual College offering access to technology-based training facilities and programmes to public servants; and as the name implies, the Uongozi Institute deals with capacity building in leadership development (URT, 2013a:4).

Although the scope of this study is not about analysing the public service reforms in Tanzania, highlighting some key elements provides a brief historical analysis of the government’s efforts in development of the public human resources. Again, this brief analysis is focused on the PSRP because it is the most recent and on-going reform, and that HRD is one of its key elements of attention for improved service delivery (Issa, 2007:39, 49). The previous reforms emphasised the structural improvement of the government machinery more than the improvement in the performance of public human resources; and this bias deemed the human resource sector neglected (Mutahaba, 2015a:80-81).

Apart from the establishment of the long term training colleges explained above, the PSRP has facilitated the development and implementation of a variety of initiatives (referred to as tools), which aim to improve the capacity of human resources for a more effective delivery of public services. These capacity enhancement initiatives target imparting skills to human resources in order to induce change and a long-term acceptance to work in a dynamic environment (Issa, 2007:41). The following is an account of some of the initiatives:

a) Strategic planning was introduced to all public organisations. Strategic planning constitutes the basis for each organisation and its departments or units to prepare their operational and annual action plans (Issa, 2007:41-42). Every public organisation is required to formulate a strategic plan which matches with the medium term expenditure framework of the government (Issa, 2010:8-9). In strategic planning, human resource plans are linked to the organisation’s strategic goals (Bana, 2015:15). Strategic planning provides a good link with HRD since the action plan (developed from it) for each work unit is shared among all its members through development of individual annual objectives and performance targets. The achievement of the individual annual objectives and performance targets is subjected to

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1 Uongozi is a Swahili word which means leadership or management (TUKI Swahili-English dictionary, 2000).
annual assessment, thus making strategic planning is closely linked with employee’s performance appraisal (Issa, 2011:14).

b) Performance contracts have been introduced through the Open Performance Review and Appraisal System (OPRAS). Through OPRAS, all public servants sign performance agreements with their superiors (referred to as supervisors) at the beginning of the financial year, implement the contract for achievement of the individual annual objectives and performance targets and evaluate it in a participatory manner at the end of the year (URT, 2013b:8). OPRAS was a component of the Performance Management System of PSRP I but continues to be practiced throughout the Programme period and beyond. The Standing Orders (D.62-D.75) direct all public organisations to adopt the OPRAS, which enables the conduction of an open appraisal (URT, 2009a:64-70).

c) A client service charter has been introduced to show commitment to customers by every public organisation. As part of the efforts to handle customer complaints, the client service charter was developed as one of the important elements of performance management under PSRP I aiming to improve service delivery by the Public Service (Issa, 2011:13). The charter intentions match with the Charter for Public Service in Africa, which was adopted in 2001 in Windhoek, Namibia, at the Third Pan African Conference of Ministers responsible for the Civil Service. Among other things, the Charter requires that Africa’s public services should ensure the provision of effective high quality services by making optimal use of the available resources (Wachira, 2015:121).

d) A leadership retreat or simply, leadership forums have been introduced for both political and administrative leaders. The retreats are held outside the normal political and administrative working environment. The benefits of these forums include the re-articulation of the Programme’s vision and national policy objectives, and ironing out any differences and misconceptions between politically elected leaders and the public servants in terms of responsibilities (Issa, 2007:41).

e) Study tours to different places have been introduced for managerial cadres. According to Issa (2007:41), the purpose of the study tours is to expose managers to best management practices within and outside the country in order to give them an opportunity to evaluate themselves and evaluate the systems they are managing by using other standards.

f) A competency framework was developed focusing on senior public servants in operational role, programme role and strategic role leadership profiles. As one of its specific objectives, the Public Service Management and Employment Policy, 2008 expresses the intention of the government to enhance competencies for employees in the formal and informal services
Nassor (2009:27) informs that the leadership competency framework was developed by the TPSC, in collaboration with a consultant from the Local Government Institute of Canada. According to the author, the developed framework comprises leadership profiles and a leadership model, consisting of 24 competencies in eight clusters (Nassor, 2009:31-32). As indicated in Chapter 1 of this thesis, Nassor (2010:3) reports that, the competency framework is still being revised for future implementation. Building competencies among the already employed human resources and inclusion of skills-based competencies in the employment process are among the core values recommended by Daly (2012:5) for quality human resources in the public service. APS-HRMnet (2016) supports the development of managerial competencies arguing that the quality of human resources is critical in the development of African countries in order to facilitate the translation of different global and national policies into the intended results.

The implementation of the above capacity enhancement tools was necessitated by management training organised by the PO–PSM across MDAs, with the expectation that the managers would ensure alignment with operational levels of public servants. The tools work in an interdependent manner, allowing one tool to be used as an input to other(s) for sustainable enhancement of the trinity aspects of human resource planning - staff acquisition, utilisation and retention (Issa, 2007:42-43).

Despite all the efforts exerted, the government still admits that, Tanzania’s Public Service is still constrained by a number of challenges, in terms of HRM and HRD. These challenges are expected to be tackled through the existing legislative and policy arrangements, because they have been accommodated in the Training Policy for the Tanzania Public Service, 2013. According to URT (2013a:6-7), the following are some of the challenges faced in the management and development of human resources in the Public Service:

a) there are no comprehensive guidelines for the coordination and management of training;
b) employers have limited appreciation on the essence of training, leading to limited priority of the training function in public organisations;
c) training programmes do not adequately address aspects of responsibilities and attitude change for public servants of different levels and cadres in relation to their needs;
d) there is no systematic training programme for preparation of public servants to occupy managerial positions along the hierarchy of individual organisations;
e) there is an increase of training institutions, which do not satisfy the needs of the Public Service in terms of relevance and quality;
f) the coordination and management of training opportunities are inadequate; and
g) resources allocated for the training of public servants are limited.

While PSRP is approaching its termination in 2017, a review of its performance shows that the management and development of human resources is still not satisfactory (Issa, 2015:220-221). The implementation of the various tools developed at national level requires a comprehensive framework to guide the coordination of the training function by individual public organisations for achievement of the national goals (URT, 2013a:12). In the same vein, Issa (2015:221), who argues that training has not been given sufficient attention, recommends continuous capacity building programmes across the Public Service on the important elements of the reforms for improved HRD.

The above situation implies that the expected outcome of the public service reform initiatives has not been clearly evidenced. The business-as-usual syndrome among public managers in the country cannot avoid criticism in this case (Issa, 2007:46-47; Itika, 2011:36). In the current world of business competition, an organisation is not expected to assume that its employees are competent without helping them to develop the required sets of competencies. Nevertheless, for decades now, senior managers tend to consider middle level public managers as adaptable resources with competencies before imparting on them, the appropriate mix of knowledge, skills, experiences and exposure (Itika, 2011:128). As a result of the above assumption, managers of most public organisations in Tanzania do not possess the appropriate sets of competencies. As a result, most of the public managers concentrate mainly on restricted routine decisions as opposed to strategic decisions on human resource management and government’s core objectives for which they are entitled (Taylor, 1992:193; Bana, 2015:14).

Since this study concerns environmental managers in policy implementation, a link between human resource policies and environmental policies and legislation is necessary. Because the legislation and policy arrangements in HRM and HRD are cross-cutting in function, the achievement of environmental sector objectives cannot avoid a link with human resource policy and legislation arrangements. Therefore, the next section covers the environmental legislative and policy environments in Tanzania.
3.4 NATIONAL ENVIRONMENTAL LEGISLATION AND POLICIES

For decades, policy implementation has been a topical theme of debate not only in the academic forums but also in the media and in the general society in different parts of the world (O'Toole Jr, 2000:263; Verweij, 2015:627; Kisanga, 2015). Various scholars have shared their ideas through global, regional and national debates on policy implementation, particularly on the environment (Makinde, 2005:63; Bennett, 2012:vii-ix). The local government level is not an exception in this matter since the implementation of environmental policies by the LGAs in different developing countries has been facing great challenges (Bartone, 2001:215).

After the United Nations Conference on Environment and Development (UNCED), in Rio de Janeiro, Brazil in 1992, Tanzania has been participating in the implementation of different international agreements to promote sustainable development through among other things, the management of the environment. According to URT (2012c:1-5), the following are some of the areas in which the government of Tanzania has made progress after the UNCED:

a) formulation and implementation of the NEP, 1997;

b) enactment of the EMA (20 of 2004);

c) formulation of the Tanzania Development Vision 2025 (TDV 2025) and the Zanzibar Development Vision 2020 for the Tanzania mainland and the Islands (Zanzibar) respectively;


e) mainstreaming environmental issues in policies, legislations, strategies and plans by various development sectors; and

f) endorsement of the Millennium Development Goals (MDGs) in September 2000. Moreover, the government of Tanzania expressed commitment to endorse the 17 Sustainable Development Goals (SDGs), which were built on the successes of MDGs and adopted in September 2015 under the 2030 Agenda for Sustainable Development (UN, 2016). In his address to the United Nations General Assembly on the 26th day of September 2016, Tanzania’s Minister for Foreign Affairs and East African Cooperation, Mr. Augustine Phillip Mahiga expressed the commitment of the country to implement the SDGs informing the Assembly that Tanzania is one of the first countries to submit their Intended Nationally Determined Contributions on mitigation and adaptation strategies under the Paris Agreement on climate change (UN, 2016). A brief account of the environment related SDGs and
Tanzania’s efforts to integrate the SDGs into its national policies so far is presented in Section 3.4.3 below.

A description of how the NEP, 1997 and EMA (20 of 2004) are supposed to be implemented is discussed in the next sections. All in all, the implementation of all the above government commitments implies the need for competent managers in the Public Service.

3.4.1 National Environmental Policy, 1997

Environmental policy is a vital area in Tanzania because of the rich natural resources, which constitute an important wealth asset for the growth and economic development of the country. Economic sectors such as agriculture, fisheries, forestry, mining, tourism and wildlife are all based on natural resources, whose management is coordinated by the Environmental Policy, 1997 (Pallangyo, 2011:486). Building managerial competencies within the Public Service implies consideration of the integration existing between the above sectors.

Although different economic sector ministries formulate and implement their development policies, most of their environment related issues are implemented through the guidance of the environmental policy due to its crosscutting nature. The implementation of this broad NEP, 1997 requires consideration of related sector policies in order to achieve compatibility and synergy among sectors and interest groups (URT, 1997a:7). The Policy seeks to provide a framework for mainstreaming environmental considerations in various decision-making levels including LGAs and non-governmental organisations (URT, 1997a:32; URT, 2012c:5). The environmental considerations of the Policy range from specific contributions in such aspects as providing incentives for pollution control to the overall management of the environment (URT, 2012c:5). The overall objectives of the Policy are to (URT, 1997a:7):

a) ensure sustainability, security and equitable use of resources for meeting the basic needs of the present and future generations without degrading the environment or risking health or safety;
b) prevent and control degradation of land, water, vegetation, and air which constitute life support systems;
c) conserve and enhance natural and man-made heritage;
d) improve the condition and productivity of degraded areas;
e) raise public awareness and understanding of the essential linkages between environment and development, and to promote individual and community participation in environmental management; and
f) promote the agenda of international cooperation on the environment, and expand the participation and contribution of the nation in relevant bilateral, sub-regional, regional, and global organisations and programmes.

The above objectives of the Policy are broad ranging from the conservation of the environment, raising public awareness and understanding to promoting environmental agenda to international organisations and programmes. The above intention of the government requires special initiatives in competence development among the public managers in order to realise the intended results from this broad-sector policy.

In paragraphs 68-72, the NEP, 1997 emphasises the need for a broad inter-sector environmental legislation to commensurate to the governmental functions and stakeholders, and promises to design a comprehensive environmental legislation as well as incorporate the ratified international treaties into the national legislation for effective environmental management (URT, 1997a:22-23). The inter-sector legislation implies commitment of the government to build the capacity of public managers so that the legislative arrangement is effectively done. Capacity building for competent managers is also identified by the Policy as HRD priority (URT, 1997a:34).

Consequently, the EMA (20 of 2004) was enacted to provide for legal and institutional frameworks for sustainable management of the environment.

3.4.2 Environmental Management Act (20 of 2004)

The EMA (20 of 2004) was enacted as a legal instrument to facilitate the implementation of the NEP, 1997. The Act states in Section 9:

“All persons exercising powers under this Act or under any other written law having a bearing on the management of the environment shall, strive to promote and have regard to the National Environmental Policy” (URT, 2004:21).

The EMA (20 of 2004), which is the core environmental legislation in the country, provides for the principles of environmental management, assessment of impact and risk, compliance and enforcement, pollution prevention and control, waste management, environmental quality standards and public participation (URT, 2004:12; URT, 2012a:8). With regard to competence
development, the provision coupled with the declaration of the Section above, implies that the government would have public service managers competent in a wide range of knowledge, skills and international exposure. In doing the above functions, the Act provides for the implementation of the NEP, 1997 and, as already alluded to in Chapter 1, the continued existence of the National Environment Management Council (NEMC), which was established by the repealed National Environment Management Act (19 of 1983) (URT, 2004:12). The Act indicates that safeguarding and enhancing the environment is the duty of every person living in Tanzania but the jurisdiction of the protection and regulation of the environment is mandated to the NEMC (URT, 2004:19-20). Different government organs including sector ministries and LGAs have been assigned specific roles by both the EMA (20 of 2004) and the NEP, 1997, which are the guiding instruments in coordinating the implementation of policies and laws on environmental and natural resources management in the country (URT, 2012c:36). Specifically, Section 30 of the Act directs the establishment of a Sector Environmental Section for each sector Ministry. This Section is charged with ensuring compliance with the Act, ensuring implementation of environmental matters in laws other than EMA (20 of 2004), and providing liaison with the Vice President’s Office (VPO)’s Division of Environment and the NEMC (URT, 2004:30). According to Section 34 of the Act, regional secretariats are responsible for the coordination of environmental advice in their respective regions and liaison with the VPO’s Division of Environment and NEMC (URT, 2004:32). With regard to the LGAs, particularly the municipal councils, Section 36 directs appointment of a municipal environmental management officer, whose academic qualification is a degree or diploma from a recognised higher learning institution and should have competence in environmental management (URT, 2004:33). According to the Section, the roles of the municipal environmental officer include ensuring the enforcement of this Act within the local government area of jurisdiction (URT, 2004:33).

URT (2012c) describes the national institutional arrangement in the implementation of the NEP, 1997 within the framework of EMA (20 of 2004). The arrangement can be summarised as follows (URT, 2012c:36-39):

a) The National Environmental Advisory Committee has the role of advising the Ministry responsible for environment in the VPO and other sector ministries on all environmental matters. In the VPO, there is a Division of Environment, which advises the ministry responsible for environment.

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b) The Ministry responsible for environment has the role to articulate policy guidelines and make regulations as well as appropriate rules for environmental planning thereby determining the procedure for the preparation of environmental action plans.

c) As part of its obligation of enforcing the compliance of the EMA (20 of 2004), the National Environment Management Council (NEMC) carries out environmental audits, researches and reviews, and makes recommendations for the approval of environmental impact assessment.

d) The involvement of other sector ministries in environmental management is through the sector environment sections established in each ministry to ensure compliance with the EMA.

e) Apart from the national level, the NEP implementation functions are shared among the administrative regions in the mainland Tanzania. In accordance with Section 35 of the EMA (20 of 2004), the Regional Secretariat is charged with the responsibility of advising the LGAs within that particular administrative region on the enforcement of EMA thereby establishing a link between the region and the Division of Environment (URT, 2004:32).

f) From the municipal council, through ward to mtaa\(^2\), there are environmental management committees at each level, whose major role is to coordinate all the required functions and provide advice on the obstacles towards the implementation of the NEP (URT, 1997a:31; URT, 2004:34-35). At the municipal council level, EMA designates the status of environmental management committees to the standing committees responsible for urban planning and environment, and economic affairs, works and environment (URT, 2004:34). These committees have different functions including resolving environment related conflicts among individuals, non-governmental organisations and companies (URT, 2012c:38). The roles of the municipal councils and the associated lower level local authorities such as the wards and mtaa in realising environmental objectives are specified by Sections 36-43 of the EMA (20 of 2004).

g) Other institutional organs responsible for the implementation of the NEP include the Cabinet Committee on Environment and the Parliamentary Standing Committee on Land, Natural Resources and Environment. While the Cabinet Committee is mandated to advise the President, the Parliamentary Committee provides an overall guidance to the government on environmental issues (URT, 2012c:39).

\( ^2 \text{Mtaa is a term whose English literal synonym is a street. However, the term, which forms a name of a structure which is a subdivision of a ward in urban areas, is used in a wider meaning than a street since one mtaa may have several streets. The plural form is mitaa (Njunwa, 2005:8).} \)
Figure 3.1 shows a simplified presentation of institutional arrangements for the implementation of the NEP by municipal councils under the guidance of EMA (20 of 2004).

The above institutional arrangement in the implementation of the NEP, 1997 implies that environmental matters have been mainstreamed from national level to community (mtaa) level within the government decision-making structures. The inclusion of environmental matters along the hierarchy of the government structure implies the need for competent managers from the lowest levels to the national level and across sector ministries. Both the Policy and the Act came into existence while the government structures had already existed. Of these instruments, none is clear about how the main policy implementers of the municipal councils would attain the necessary implementation competencies. The middle level managers responsible for environmental matters at MMC are expected to translate the implementation of all the ratified international agreements, national policies, directives and programmes on the environment into
the intended results at the community level. Thus, the heads of the municipal departments, which deal with environmental matters are supposed to possess the appropriate competencies in order to facilitate the implementation obligations.

In reference to Figure 3.1 above, the reporting relationship seems to have a missing link between the Municipal Environmental Committee and the Division of Environment. The link is seen through the Regional Secretariat, which does not have administrative relationship with the LGAs. As a representative of the central government, the Regional Secretariat is mandated to provide technical assistance and advice to the LGAs, and is not a policy implementation organ (Association of LGAs of Tanzania (ALAT), 2011:25). The advisory relationship existing between the Regional Secretariat and the local government raises questions on how managerial competencies on the implementation of the NEP, 1997 can be developed successfully at MMC for enhancement of environmental sustainability.

The achievement of environmental sustainability is an important target of the second phase of the National Strategy for Growth and Reduction of Poverty (NSGRP II). The above institutional arrangement implies the need for competent managers in translating international agreements into Tanzania’s national policy framework as well as in implementing the same in a way that would suit the local context of different communities including Morogoro Municipality.


The NSGRP II is a medium term national strategy for the period between 2010/11 and 2014/15 to achieve the aspiration of the TDV 2025 and MDGs in transforming Tanzania into a middle income country. Ensuring environmental sustainability is emphasised by all the three clusters of the strategy (URT, 2010a:27), which are:

a) Cluster I: growth for reduction of income poverty;
b) Cluster II: improvement of quality of life and social well-being; and

c) Cluster III: good governance and accountability.

With regard to Cluster I, one out of five goals, concerns environmental sustainability and climate change adaptation and mitigation while in Cluster II, one of six goals concerns human settlements without endangering environmental quality and Cluster III focuses on among other things, ensuring the access to and control over poor natural resources to the poor (URT, 2010a:27, 32-56). Achievement of the environmental concerns through the clusters of the
poverty reduction strategy requires competence in coordinating the implementation of various government directives and programmes. At the level of MMC, different departments are responsible for the implementation of the programmes under the NSGRP II. The implication is that each department involved in the implementation of the NSGRP II is to have competent managers. The MDG 7 which concerns ensuring environmental sustainability, targets the integration of the principles of sustainable development into country policies and reversing the loss of environmental resources (UN, 2008). In 2015, the period of the NSGRP II and that of the MDGs came to an end resulting in the adoption of the SDGs as pointed out in Section 3.4 above. Among the 17 goals, SDGs 6, 7, 11 and 13 concern environmental management (UN, 2016). According to UN (2016), SDG 6 concerns clean water and sanitation, SDG 7 affordable and clean energy, SDG 11 is about sustainable cities and communities, and SDG 13 addresses climate action. According to the commitment expressed by the government through the recently approved National Five Year Development Plan, 2016/2017-2020/2021, the aforementioned SDGs will be mainstreamed into the national development policies and implementation arrangements (URT, 2016a:2).

With the above policy and legal arrangements, the technical function of implementing the NEP, 1997 rests on the obligation of the local governments which are responsible for implementation of various development policies at the community level (URT, 2012b:38). Each local government has at least a department responsible for environmental management.

3.5 DISCUSSION ON THE LINK BETWEEN HUMAN RESOURCE DEVELOPMENT AND ENVIRONMENTAL POLICY IMPLEMENTATION IN TERMS OF POLICY AND LEGISLATIVE ARRANGEMENTS

The review of the policy and legislative arrangements in HRM and HRD, and environmental policy implementation in Tanzania has shown clear structural arrangements in the two sectors (human resources and environment) independent of one another. While the policies and legislations for the management and development of human resources are hosted by the POP-PSM, those of environmental matters are hosted by the VPO. In each case, there is a responsible cabinet minister, and various senior managers for executing the policy functions.

The function of policy implementation in each sector is done along a specific line of reporting, independent of each other without a clear link between the two. The implication is that, the implementation of the NEP, 1997 can be done independent of the Public Service Act (8 of 2002) and the Training Policy for the Public Service, 2013. While the NEP, 1997 promises to develop
competencies of human resources of different managerial levels for implementation of the Policy (Section 107) across cadres, the Training Policy, 2013 and the Public Service Act (8 of 2002) are silent on the part of competence development in environmental policy implementation in particular or sector specific implementation in general. For example, Section 6.1.2 of the Training Policy specifies the roles of public organisations in implementation of the (Training) Policy but does not emphasise the development of managerial competencies in implementation of sector policies such as the NEP, 1997. Since the NEP, 1997 requires the participation of different sector ministries in its implementation, a link between sector policies and the umbrella policies and legislations such as the Training Policy for Public Service, 2013, Public Service Management and Employment Policy, 2008 and Public Service Act (8 of 2002), would be a good HRD arrangement, able to facilitate inter-sector policy coordination.

Currently, different policies deal with different aspects of the environment. Each policy operates under a specific ministry, which is the custodian of the policy. There is no doubt that the policies affect and are affected by the implementation of the NEP, 1997 because their scope is within the field of environment. Thus, the practicality of developing competencies for environmental policy implementation across sector-ministries is a challenge since each of the other policies has its intentions and policy goals under different ministries. Apart from the NEP, 1997, policies that deal with different aspects of the environment include the following (Mokiwa & Mwamukonda, 2015:6):

a) *National Livestock Policy, 2006*: the Policy aims to ensure sustainable development and management of livestock resources for economic growth and improved human livelihoods (URT, 2006a:6).

b) *National Agriculture Policy, 2013*: the Policy aims to develop a competitive and efficient agricultural industry that contributes to improved livelihoods of the people of Tanzania (URT, 2016:9). The Policy promises to among other things, promote environmental sustainability through the promotion of agricultural practices that are environmentally friendly (URT, 2013:29).


d) *National Forest Policy, 1998*: through forest services, the Policy aims to promote sustainable development and the natural resource conservation for the benefit of the present and future generations (URT, 1998:14).
e) **Fisheries Sector Policy, 1997**: the Policy aims to promote the development, conservation and management of fisheries resources in a sustainable way (URT, 1997c:6).

f) **Wildlife Policy of Tanzania, 2007**: the Wildlife Policy of Tanzania aims to promote the development and conservation of wildlife through enhanced research and monitoring of sustainable resource utilisation (URT, 2007c:19-41).

g) **National Tourism Policy, 1999**: the goal of this Policy is to promote socio-economic development through socially and culturally acceptable, environmentally friendly and economically viable sustainable tourism (URT, 1999a:5).

h) **National Water Policy, 2002**: the Policy aims to improve the health of the people and hence alleviate poverty through improving access to adequate and safe water services (URT, 2002b:30).

i) **National Land Policy, 1997**: the overall aim of the Policy is to ensure a secure system of land tenure, encourage optimal utilisation of land resources and facilitate social and economic development without endangering the environment’s ecological balance (URT, 1997b:5).

j) **Mineral Policy of Tanzania, 2009**: the Policy aspires to build a mineral sector that contributes significantly to accelerated socio-economic development of the country through sustainable development (URT, 2009b:8).

k) **National Health Policy, 2007**: according to URT (2008d:3), the National Health Policy aspires to build a healthy community of Tanzania able to effectively contribute to the development of the country though facilitating the provision of equitable, affordable and gender-sensitive basic health services of high quality.

l) **National Energy Policy, 2015**: the Policy aims to provide modern energy services, which are efficient, reliable, safe, affordable, and environment friendly and to all Tanzanians in a participatory manner (URT, 2015:9).

m) **Sustainable Industrial Development Policy, 1996**: the Policy aims to promote sustainable growth of the industrial sector for human development and transformation of the economy, equitable development and environmental sustainability (URT, 1996:2-3).

n) **National Population Policy, 2006**: the Policy is concerned about enabling Tanzanians to achieve improved living standards and quality of life in different aspects including stable environment, good education and health, adequate food and housing and gender equity and equality (URT, 2006b:11).

o) **National Human Settlements Development Policy, 2000**: the Policy aims to promote sustainable development of human settlements and provision of affordable and adequate shelter to people of all income levels in Tanzania (URT, 2000:21).
Similarly, different legislations, which deal with various aspects of the environment are enforced under the guidance of different sector ministries, while the EMA (20 of 2004), which implements the NEP, 1997 is under the Environmental Division of the VPO. According to Mwamukonda and Mokiwa (2015:7-8), the sector specific laws which deal with different aspects of the environment include the following:

a) *Land Act (4 of 1999)*: the Act provides for the basic law in land management, settlement of land disputes and related matters (URT, 1999b:4).

b) *Forest Act (14 of 2002)*: this Act provides for the legal direction in the management of forests and related matters (URT, 2002c:7).

c) *Fisheries Act (22 of 2003)*: the Act provides for sustainable development, conservation, protection and regulation of aquaculture and its products (URT, 2003b:5).

d) *Wildlife Conservation Act (7 of 2009)*: the Act provides for “the conservation, management, protection and sustainable utilisation of wildlife and wildlife products” (2009c:9);

e) *Public Health Act (1 of 2009)*: this Act provides for the promotion, maintenance and preservation of public health while ensuring the provisions of functional, comprehensive and sustainable public health services (URT, 2009d:9).

f) *Water Resources Management Act (11 of 2009)*: provides for institutional and legal frameworks for sustainable development and management of water resources, and for water pollution prevention and control (URT, 2009e:8).

g) *Water Supply and Sanitation Act (12 of 2009)*: provides for adequate operation, sustainable management and transparent regulation of water supply and sanitation services, for the establishment of water supply and sanitation authorities, community owned water supply organisations and for appointment of service providers (URT, 2009f:6).

h) *Mining Act (14 of 2010)*: the Act provides for the legal regulation in all matters related to mining including the protection of minerals and their processing (URT, 2010b:7).

The presence of independently operating policies and legislations has led to coordination inadequacies in the implementation of environmental policies and law enforcement in Tanzania and in other African countries (UNEP, 2014:10). The study argues that the coordination inadequacies imply a missing link between environmental management and HRD in Tanzania in terms of the policy and legislative arrangements. Moreover, the coordination inadequacies in the implementation of the NEP, 1997 and environmental law enforcement in Tanzania matches with the Constitution’s lack of strong commitment on the environmental matters. The Constitution of the URT (1977) does not show much emphasis on the protection of the environment but provides
(through Articles 9 and 14) broad statements on the general management of resources and protection of life as discussed in Section 3.2 of this chapter. Lack of skilled coordination between sector policies and between various government offices is one of the most challenging factors faced by public policy implementation in developing countries (Hill, 2005:217-218).

The above inadequacies cannot be separated from the question of competencies of managers in policy implementation because coordination is one of the important functions of managers of different levels since mid-20th century after being introduced by Henri Fayol (Carroll, & Gillen, 1987:38-40). Successful coordination in policy implementation requires the development of appropriate managerial competencies among the relevant public managers (Thomas & Grindle, 1990:1173). The competence of public managers is thus, a key factor for any policy to achieve its objectives effectively, thereby resulting in bridging the gap between the policy goal and the recorded achievement (Makinde, 2005:68-69; Ugwuanyi & Chukwuemeka, 2013:63).

The lack of managerial competencies in national policy implementation and in overseeing the national laws at local government level is a challenge across countries of the world (Ebel & Vaillancourt, 2001:161). Ugwuanyi and Chukwuemeka (2013:64) report inadequate managerial competency as an important obstacle hindering effective policy implementation by public organisations in developing countries. As a result, these countries do not realise the set goals and objectives. In Tanzania, a similar situation prevails as several factors are reported to hinder the effective policy implementation by municipal councils and other LGAs in the country (McCourt & Sola, 1999:66). The factors include a lack of managerial competency for both the officials and the councillors in terms of operational and oversight skills respectively (McCourt & Sola, 1999:66; Kessy & McCourt, 2010:694). Kessy and McCourt (2010:694) contend that the problem is not specific to the local government’s headquarters but it trails down to the lower levels particularly wards and mitaa, whose human resources lack, among others, financial planning skills. According to the authors, the capacity inadequacies of the local public servants have caused the central government to continue exercising an “eyes on” administration despite the decentralisation by devolution brought about through the Local Government Reform Programme of 1998 (Kessy & McCourt, 2010:694). Apart from the planning skills, the lower level human resources lack political influence onto the process of formulating and approving by-laws of their areas of jurisdiction, thereby causing unnecessary delay in providing immediate solutions to some environmental problems (Mniwasa & Shauri, 2001:18).

Although this study is not dealing with competencies of the lower level local authorities, highlighting their capacity inadequacies is important because the middle level managers of
municipalities are responsible for building the capacity of these (lower) levels. Thus, the development of competent managers at the municipal headquarters in implementation of the NEP, 1997 implies devolvement of capacities to lower levels because of the close operating link existing between the two levels as shown in Figure 3.1 above.

There is no doubt that the capacity related challenges in environmental policy implementation in Tanzania are known to the country’s high ranked public servants (Mwandosya, 2006:5; Kisanga, 2015). In a scholarly presentation at a Development and Climate Workshop held in Paris, France from 20th to 22nd September 2006, the then Minister of State in the VPO, responsible for environment, Professor Mark Mwandosya admitted the need for national capacity in the public service particularly in implementing the NEP, 1997, by the headquarters of the LGAs and the accompanied lower levels (Mwandosya, 2006:5). When launching the 2014 second State of the Environment Report in Dar es Salaam on 22 April, 2015, the then Vice President of the URT, Dr Mohamed Gharib Bilal, argued that lack of competency through environmental education has exposed the environment to threats of degradation (Kisanga, 2015). Mwandosya (2006:6) expresses a critical concern on the need to develop oversight competencies to the established environmental committees of the LGAs and the associated lower levels as required by the EMA (20 of 2004).

After the above discussion, this study deduces that Tanzania has an enabling policy and legislative environment for both HRD and environmental management but lacks the framework to integrate the two. Therefore, a framework to integrate HRD and environmental management will be achieved through this study by proposing a managerial competency framework for the implementation of the NEP, 1997 at MMC’s level.

3.6 CONCLUSION

This chapter discussed the Tanzania’s human resource and environmental policies and legal arrangements in the light of managerial competence development. The discussion aimed to answer the second research objective that aimed to identify and describe Tanzania’s statutory framework enabling human resource managers to implement environmental management initiatives with special reference to competency development within the local government context. The discussion has demonstrated availability of various policies and legislations on the part of human resource and environmental categories. However, the policies and legislations do not show a clear link between the human resource support category and the environmental management category. Moreover, the requirements for the successful implementation of the
NEP, 1997 and those of the supporting EMA (20 of 2004) do not match with the other sector policies, thereby causing inadequacies in the coordination function. The on-going development of the National Leadership Framework could lessen the severity of the inadequacies if it included policy implementation as part of its competency areas of emphasis.

The next chapter focuses on the research methodology and results of the empirical study. The chapter also depicts the managerial competencies needed by MMC for effective implementation of the NEP, 1997, competencies currently in place, the instruments used and how they are applied to develop the competencies of managerial staff for successful implementation of the NEP, 1997.
CHAPTER 4

AN ANALYSIS OF MANAGERIAL COMPETENCIES BY MOROGORO MUNICIPAL COUNCIL

4.1 INTRODUCTION

The previous chapter analysed the policy and legislative arrangements enabling the development of human resources particularly in managerial competence development. Specifically, the review focused at the development of managerial competencies to equip local government managers with the competencies for the implementation of the NEP, 1997 in their local contexts. The chapter demonstrated the availability of various policies and legislations on the two categories of human resources and environment over a long period of public service reforms since independence in 1961. Despite the availability of the policies and legislations, the chapter demonstrated lack of a clear link between the human resource support category and the environmental management category.

Against the above background, this chapter aims to investigate the current managerial competencies possessed by the Morogoro municipal managers, who are responsible for environmental policy implementation. The investigation aims to answer the third research objective of this study which is to “analyse and report on the current managerial competencies of MMC with respect to implementation of the NEP, 1997”. Since the whole study aims to come up with a proposed framework for effective environmental policy implementation by MMC, this chapter explores the managerial and oversight competencies that are needed by the managers and the councillors of MMC respectively, for effective environmental policy implementation.

In order to achieve the afore-mentioned objective, this chapter begins to describe the research methods adopted in conducting the empirical part of this study and then discusses the conceptualisation of managerial competency as perceived by the study respondents. The chapter further discusses the policies, legislations and regulations used to recruit municipal managers for environmental policy implementation and develop their competencies. The chapter further discusses managerial competencies possessed by the municipal managers responsible for the implementation of the NEP, 1997, managerial competencies needed by the municipal managers responsible for the implementation of the NEP, 1997, oversight competencies needed by the councillors for implementation of the NEP, 1997, capacity building programmes conducted by MMC and the challenges faced by MMC in the development of competencies.
4.2 RESEARCH METHODS FOR THE EMPIRICAL STUDY

As pointed out in Chapter 1 of this thesis, this study adopted a qualitative research approach with a grounded theory design, which was discussed in Section 1.7.2.1. The data collection methods used were described in Sections 1.7.2.3.1 and 1.7.2.3.2. Although the in-depth interview was the main data collection method, the review of government documents was accorded an important concern during the collection of empirical data for this study. With respect to the in-depth interviews, interview questions were prepared to suit different categories of the sample, namely, municipal managers responsible for environmental policy implementation, councillors and trainers from the LGTI. The interview questions focused on the following major aspects:

a) conceptualisation of managerial competency;
b) policies, legislations and regulations used to develop managerial competencies;
c) types of competencies possessed by the Morogoro municipal managers responsible for environmental policy implementation – in terms of knowledge, skills and behaviour;
d) competencies needed by the Morogoro municipal managers responsible for environmental policy implementation – in terms of knowledge, skills and behaviour;
e) types of oversight competencies needed by councillors of MMC for successful environmental policy implementation; and
f) challenges faced by MMC in the development of competencies among the managers and the councillors.

The responses from individual respondents were transcribed into Microsoft Word documents prior to analysis with the assistance of ATLAS.ti 7.5 computer software. Transcription of interviews is one of the important data processing activities to be done prior to analysing, summarising and interpreting the responses of qualitative research interviews (Knafl, Deatrick, Gallo, Holcombe, Bakitas, Dixon, & Grey, 2007:226-227; Bhattacherjee, 2012:96; Ranney, Meisel, Choo, Garro, Sasson & Guthrie, 2015:1108). Before being loaded to ATLAS.ti 7.5 as primary documents, the transcribed interviews were assigned identification labels (or simply, identifiers) according to their sample categories - hence municipal managers’ interviews (MI1, MI2, MI3 etc.), councillors’ interviews (CI1, CI2, CI3 etc.) and trainers’ interviews (TI, TI2 and TI3). The loading of the transcribed data files to ATLAS.ti 7.5 was followed by coding the responses of each interview question across all the respondents from among the managers, councillors and the LGTI trainers. Coding is to assign a label that offers a symbolic meaning to a descriptive information compiled during a study (Friese, 2013:187; Miles, Huberman & Saldana, 2014:71). In this study, coding involved screening passages of the responses to which relevant
labels (codes) were assigned in relation to managerial and oversight competencies of the municipal managers and councillors respectively. Thus, the ideas of the two types of coding techniques were applied simultaneously when performing the ATLAS.ti 7.5’s open and in-vivo coding techniques. While open coding involves the assigning of a new label for a hidden key idea to an existing piece of text, in-vivo coding involves selecting a useful and meaningful word(s) or phrase from the text and use it as a code (Friese, 2013:190-193). While coding is sometimes conceived as a preparatory activity prior to data analysis, Miles et al. (2014:72) consider coding as part of the qualitative data analysis because it involves a deep reflection about and interpretation of the data’s meanings.

After coding the responses of this study was done, code families for each question were generated from the codes which were found to belong to the same code category based on their similarities. In developing the code families in this study, the first distinction was based on competency attributes of knowledge, skills and behaviour before going further to develop code families within each competency attribute. Consequently, different code families were created such as (but not limited to) the following:

a) knowledge possessed by managers;
b) knowledge needed by managers;
c) skills possessed by managers;
d) skills needed by managers;
e) behaviour possessed by managers;
f) behaviour needed by managers;
g) knowledge needed by councillors;
h) capacity building programmes for managers; and
i) capacity building programmes for councillors.

In the final stage of data analysis, code lists and the associated comments for each question were created from the code families (as shown in Annexure 6). Based on their similarities and differences, some code lists were collated into fewer lists through a second cycle coding by assigning common names to similar items without losing the perceived meaning. Miles et al. (2014:84-86) call this second cycle coding or pattern coding arguing that the technique pulls together similar codes into more meaningful constructs while maintaining the sense of commonality. According to the authors, the resulting unified codes are explanatory enough to warrant the development of a theme (Miles et al., 2014:86).
The discussion of the analysis output was done simultaneously with the review of various government’s policies, legislations and other publications. Examples of the government’s documents which were reviewed for the empirical part of this study include the Environmental Protection/Regulations of Planting Trees and Maintaining Trees and Protection of Vegetation By-laws, 1999, Public Service Act (8 of 2002), Public Service Regulations, 2003, Code of Ethics and Conduct for Public Services, 2005, Public Service Management and Employment Policy, 2008, Guidelines Regarding Employment in the Public Service, 2009, Morogoro Municipal By-laws (Sanitation), 2010, Guideline on OPRAS, 2013 and Procedures for Promotions and Training to LGA Staff, 2014. The discussion of begins in the next section with the concept of managerial competency as perceived by the respondents of this study.

4.3 CONCEPTUALISATION OF MANAGERIAL COMPETENCY

The research respondents were asked about their understanding of the concept managerial competency. This study adopted the definition of managerial competency (Section 2.4.1) as a combination of three broad personal attributes of specialised knowledge, skills and attitude or behaviour needed for superior job performance within the context of environmental policy implementation. However, the respondents were free to provide their views on the meaning of the concept beyond the limits of the working definition because they were not informed about the working definition.

The respondents provided various answers on the meaning of managerial competency. Although different definitions were provided, a general assessment shows that the answers focused on the ability of the managers to perform their functions as per the public’s expectations. Some respondents went further to provide different attributes of managerial competency. Table 4.1 below provides a summarised list of the definitions provided by the respondents. These definitions were deduced after collating different ideas of the respondents to come up with comprehensive definitions without losing the respondents’ meaning. A discussion of the attributes of managerial competency provided by the respondents follows immediately after the table.
Table 4.1: Definitions of managerial competency provided by the respondents from Morogoro Municipal Council and the LGTI

<table>
<thead>
<tr>
<th>S/N</th>
<th>Definition of managerial competency</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Managerial competency means proficiency or ability of managers to fulfil their functional roles and tasks with minimum difficulties</td>
</tr>
<tr>
<td>2.</td>
<td>Managerial competency means the ability of a manager to translate managerial knowledge unto his/her day to day output.</td>
</tr>
<tr>
<td>3.</td>
<td>Managerial competency is the ability of a manager to meet complex demands by drawing and mobilising the available resources (including skills and attitudes) in a particular context (legal, political/policy).</td>
</tr>
<tr>
<td>4.</td>
<td>Managerial competency is about understanding the manager’s scope of operation and thus, undertaking the relevant functions as expected of them</td>
</tr>
<tr>
<td>5.</td>
<td>Managerial competency is a set of knowledge and skills as well as experience in management</td>
</tr>
<tr>
<td>6.</td>
<td>Managerial competency means the ability of managers in ensuring the enforcement of laws, provision of community education and in supervising the execution of government functions.</td>
</tr>
</tbody>
</table>

Source: Field interviews.

Responding to the question on what constitutes managerial competency, the respondents identified attributes which were collated into the following main attributes of managerial competency:

a) knowledge about management and the scope of operation, policies, programmes, and guidelines;
b) working experience in various functions including in policy implementation;
c) management skills including skills for contextualising the national policy and programme goals into tangible achievements; and
d) attitudes and behaviours which portray special status of leaders in the organisation and the society as a whole.

This study deduces that the respondents’ conception of managerial competency largely conforms with the definition of managerial competency adopted by this study (in Section 2.4.1 of this thesis) with the addition of the attributes of practical experience and special status of leaders in the organisation and society as whole, which was considered by the respondents as part of attitude and behaviour. According to the respondents, both managers and councillors are supposed to portray special status within MMC and the society as a whole. The views of the respondents imply that the political status of the councillors in the communities is an important attribute in determining their competency in fulfilling their oversight roles. The identification of
different attributes of managerial competency by the respondents agrees with the views of Ruth (2006:213), who asserts that managerial competency can be viewed by using different parameters. Furthermore, in line with other scholars (Spencer and Spencer, 1993:8; Mitra et al., 2008:11), the respondents linked the concept of managerial competency with effective or superior performance of managers. The views of the respondents imply that the concept of managerial competency at MMC is conceived as an integrated ability of managers attained from their knowledge, skills, work experience and attitudes or behaviours about their work in the prevailing political as well as policy and legal environments. In addition to the meaning and elements of managerial competency, the respondents identified some important factors which must be considered by a competent manager. The following are four important considerations for competent managers in the Public Service and specifically at the local government level as identified by the respondents:

a) Managers should recognise that they work in particular contexts. The competencies needed by one municipal council are not necessarily the same as those needed by another municipal council or another LGA.

b) Managers of the local government should be aware of the nation’s policy direction. This awareness will make the managers confident in shaping their work plans in the right direction.

c) Managers of the local government should be aware of the sector specificity in the government structure in order to handle effectively sector specific functions. It is at the local government that all national sector policies are implemented at the community level. Thus, the managers who deal with different sector policies should be capable to handle different policy issues within their relevant sectors.

d) Managers in local government should be exposed to the dynamics of a competitive society. If a manager is not aware of the dynamics of the society with respect to its needs, then the competency of that manager will be doubtful.

The above conceptualisation of managerial competency, which incorporates not only the elements of managerial competency but also important considerations, conforms with Bitencourt (2004:3) who argues that the concept of managerial competency is beyond the traditional conception as a list of attributes such as knowledge and skills related to work performance (Bitencourt, 2004:3-4). From the aforementioned views, this study deduces that the development of a competency framework must not only consider a list of competencies but it should also consider other factors that are important for the effectiveness of the competency framework.
4.4 INSTRUMENTS USED TO DEVELOP THE COMPETENCIES OF MANAGERIAL STAFF FOR ENVIRONMENTAL POLICY IMPLEMENTATION BY MMC

Before discussing about the instruments used to develop the competencies of managerial staff for environmental policy implementation, this study begins with a brief description of the departments of MMC that are responsible for environmental policy implementation.

4.4.1 Departments responsible for the implementation of the NEP, 1997

The interview with the management of MMC revealed that two departments are responsible for the implementation of the NEP, 1997 and its accompanied legislations. The departments are the Department of Health, Environment and Sanitation and the Department of Urban Planning, Lands, Natural Resources and Environment. In the efforts of the MMC to maintain sanitation, the Department of Health, Environment and Sanitation deals with waste management within all the areas under the jurisdiction of MMC. Apart from the environmental policy, the Department also deals with the National Policy on HIV and AIDS, 2001 and National Health Policy, 2007, which are not within the scope of this study. The Department of Urban Planning, Lands, Natural Resources and Environment deals with all environmental aspects except for waste management. Apart from the NEP, 1997, the Department deals with other policies such as National Land Policy, 1995, National Forest Policy, 1998, National Human Settlements Development Policy, 2000, National Energy Policy, 2003, Wildlife Policy, 2007 and Mineral Policy of Tanzania, 2009 (as briefly described in Chapter 3). This section discusses neither these policies nor the legislations enabling their implementation because they are not within the scope of this study.

4.4.2 Instruments for developing the competencies of municipal managers for implementation of the NEP, 1997

Two groups of respondents, from among Morogoro Municipal managers and the LGTI local government trainers were asked about the procedure adopted by MMC to obtain competent staff for the implementation of the NEP, 1997. The responses focused on the heads of the departments responsible for environmental policy implementation, and these were the target of this study. The respondents from among the MMC officials and the LGTI trainers were aware of the official process of filling the positions of the Heads of MMC's Departments responsible for the implementation of the NEP. According to the respondents, the process is the same for all senior officials such as the heads of departments, units and sections of the Municipal Council and other
LGAs. The respondents identified two ways by which the positions can be filled - either through a formal appointment within the Ministry responsible for Local Government or through a new recruitment process. With regard to the appointment, it was revealed from the respondents that the positions of the heads of departments and units are mostly filled through formal appointment by the Ministry from among the already available local government officials. However, according to the respondents, if there is a shortage which requires a new official to be employed, an official recruitment process common for all senior public servants in the country will be followed.

With regard to the filling of the positions of the heads of MMC's departments responsible for the implementation of the NEP through formal appointment, the respondents from among MMC officials and LGTI trainers pointed out that the appointment is effected by the Ministry through the transfer or promotion of an eligible person from any LGA in the country. When responding to a question on whether competency based approach or aptitude tests were being used during the process, the respondents pointed out that the process does not involve the use of aptitude tests or interviews but it adopts a competency based approach to a certain extent because it makes use of the available performance records. Competency-based selection of employees predicts improvement in job performance (Spencer & Spencer, 1993:8). The respondents of this study further pointed out that when there is a vacancy, the MED recommends some names of qualified officers to the Ministry responsible for Local Government for appointment. According to the respondents, the MED’s recommendation is completed after considering the following criteria:

a) *Experience in managerial positions*: The respondents said that the right candidate must *have* served at a managerial position (such as head of section in a LGA) for a minimum of three years.

b) *Performance records*: The respondents identified the annual performance assessment form (as per the OPRAS) as one of the tools used to verify the performance records of the public servant, and that only those with good performance record are the ones to be considered.

c) *Level of education*: The respondents said that the right candidate should hold at least a Bachelor’s degree or its equivalent.

d) *Political environment*: The respondents argued that public servants are not allowed to participate in political activities such as disseminating party policies at work places, although they are not forbidden to be members of political parties. They pointed out that a head of department who participates in political activities under different political parties might fail to make fair decisions especially with respect to the distribution of the environmental
resources such as land plots and in handling complaints of the citizens related with the conflicts in natural resource ownership and use. The respondents further argued that, allowing politics among the local government public servants who deal with the implementation of the environmental policy might lead to the ‘who knows who’ (TII, 2016) decisions, implying that they might adopt a practice of favouritism in decision-making. Favouritism, according to the respondents would compromise the decisions of the municipal managers in implementing environmental and other policies. The respondents said that, as part of eligibility for the senior positions, the public servants are supposed to be ethical in accordance with the Code of Ethics applicable for all public servants. In connection with the requirement for the municipal public servants not to participate in political activities at the work place, one respondent argued that “affiliating in political activities for members of the opposition parties is riskier as opposed to members of the ruling party as it casts him/her out of the eligibility for the position of the head of department in the local government irrespective of the possessed qualification” (TI3, 2016).

The above responses are in line with the Public Service Management and Employment Policy, 2008 (URT, 2008c), the Guidelines Regarding Employment in the Public Service (PO-PSM, 2009) and the Procedures for Promotions and Training to LGA Staff (PMO-RALG, 2014a). The promotion of public servants is effected after considering, among other things, staff establishment, the prevailing scheme of service, and the recommended managers’ qualities, skills and integrity at work depicted in the performance record based on OPRAS report from the employer (URT, 2008c:29; PO-PSM, 2009:12; PMO-RALG, 2014a). Scheme of service refers to policy guidelines which define the following parameters in the Public Service (MUHAS, 2013:3):

a) entry qualification for each category of public servants;
b) general duties for each position in the organisation’s hierarchy;
c) career path for the members of each category of the public servants during their term of service;
d) training requirements for each category or position;
e) equity for appointments and promotion in terms of the necessary requirements; and
f) standardisation for job positions in terms of appointment and promotion.

The whole process is done in accordance with Section 6A (3) of the Public Service Act, 2002 (amended in 2007).
The Code of Ethics and Conduct for Public Services, 2005, which was drafted under Section 34(2)(b) of the Public Service Act (8 of 2002) and Regulation 65 of the Public Service Regulations, 2003 is in line with the views of the respondents of this study regarding the participation of the public servants in political activities. According to the Code of Ethics and Conduct, although the public servants are free to be members of political parties, they are required to be impartial and thus, they are not allowed to (URT, 2005b:12-13):

a) conduct political activities at work premises or during official hours;
b) compromise their impartiality because of political affiliation;
c) provide public services with political bias; and
d) pass official documents or information availed in virtue of their positions to their political parties.

Similarly, the Standing Orders for the Public Service of 2009 emphasises the impartiality of public servants who in their personal capacity may also belong to a political party. According to the Standing Order F.21 the conditions which bind the Morogoro municipal managers and other public servants under the LGAs include the following (URT, 2009a:122):

a) not to hold office in any political party while still in the Public Service;
b) not to participate in political activities during working hours;
c) not to identify himself or herself in his political party’s identities such as uniforms, badges and medals during working hours at the place of work;
d) not to utter any embarrassing words to the Government due to his or her political affiliation;
e) to be neutral and impartial while delivering public services;
f) not to participate in political activities, which can compromise or be seen to compromise his or her loyalty to Government activities; and
g) not to pass documents or information availed through his public service position to any political party.

A comparison between the views of the respondents and the limits set by the legislations and regulations implies that the respondents were aware of the rules aimed at avoiding the influence of political bias in policy implementation decisions, which could compromise the decisions of the public managers.

With regard to the filling of the positions of the heads of the departments responsible for environmental policy implementation through the recruitment of new managers, the respondents
from among the LGTI trainers said that LGAs in Tanzania do not conduct interviews for the recruitment of senior public servants particularly the heads of departments. The same response was given by the respondents from among the municipal managers, who added that MMC is mandated to recruit employees of lower administrative positions only. The respondents from both the LGTI and MMC said that the recruitment process is managed by the Public Service Recruitment Secretariat (PSRS), which is a national body for recruiting public servants. One respondent said:

“the Public Service Management and Employment Policy caused the establishment of the PSRS, which has been given a legal employment mandate such that the employment obligations that were to be done by MMC are now managed by the PSRS. MMC is mandated to recruit the lower administrative positions such as secretaries, drivers, Ward Executive Officers, and Mitaa Executive Officers” (MI4, 2016).

Although the respondents said that the LGAs are not mandated to recruit the heads of departments responsible for the implementation of the NEP, they mentioned the policies and legislations applicable in the recruitment process. These policies and legislations are: The Public Service Management and Employment Policy, 2008, the Public Service Act (8 of 2002), and the Employment and Labour Relations Act (6 of 2004). These policies and legislations are applicable not only for the LGAs but for the whole of the Public Service in Tanzania.

The PSRS, which is a public organisation with the status of independent department was established to facilitate the process of recruitment of public servants. As seen in Section 3.3 of this thesis, the Secretariat was established by Section 29(1) of the Public Service Act (8 of 2002) as amended by Public Service (Amendment) Act (18 of 2007). Section 29(4) of the Act grants the Secretariat the responsibility of facilitating the recruitment of employees to the Public Service. Specifically, Section 29 (6) of the Act states the functions of the Secretariat as follows (URT, 2007b):

a) to search for various professionals with special skills and prepare a database of such professionals for ease of recruitment;
b) to register graduates and professionals for purposes of ease of reference and filling vacant posts;
c) to advertise vacant posts occurring in the Public Service;
d) to engage appropriate experts for purposes of conducting interviews;
e) to advise employers on various matters relating to recruitment; and
f) to do any other act or thing which may be or directed by the Minister.

The above information confirms the views of the respondents of this study that the MMC and other LGAs in Tanzania are not mandated to conduct the recruitment of public servants. The fact that the MMC is not mandated to recruit its own managers for environmental policy implementation poses a challenge on how they can get the appropriate public servants with the required competencies, taking into consideration that each local government operates within a specific context. The above recruitment challenge implies the need for the MMC to focus on developing the competencies of the appointed or recruited managerial human resources for successful environmental policy implementation.

The respondents were hence asked to mention the policy used to develop the competencies of the existing municipal managers for environmental policy implementation. The respondents said that the main policy used is the Training Policy for the Tanzanian Public Service, 2013. The respondents said that the MMC conducts training needs assessment to identify the needs of different management levels. During this assessment, the departments responsible for environmental policy implementation identify their needs, whose training programmes are incorporated in the medium term strategic plan together with the needs of other departments and units. The identified training programmes are conducted depending on the availability of financial resources, which depend on cash flow from the Treasury. The respondents pointed out that in identifying their training needs, they usually do not give policy implementation a priority because they believe that different experts are competent in their sectoral areas of expertise (such as environment), so they can implement policies which fall in their fields of specialisation. To them, policy has not been considered an issue of concern to the MMC in the past.

Another HRD instrument used by the MMC is OPRAS, which is implemented by using the Guideline on OPRAS, 2013. According to the respondents, OPRAS is implemented annually by requiring all public servants to prepare their individual performance targets and sign performance agreement forms with their supervisors, indicating that they will work to achieve them within the agreed period of time. URT (2013b:27-36) describes the purpose of the annual performance review of each employee as to evaluate the achievement of the public servant which should be done in line with time scale and to the individual performance standards set. The review is composed of the public servant’s own score, the supervisor’s score and lastly the agreed score, which is reached by the supervisor after discussing this with the incumbent. The
score for each performance target and the average final score are based on a 1 to 5 point-scale as follows (URT, 2013b:29-30):

a) Rated Mark 1 – Outstanding Performance.
b) Rated Mark 2 – Performance Above Average.
c) Rated Mark 3 – Average Performance.
d) Rated Mark 4 – Poor Performance.
e) Rated Mark 5 – Very Poor Performance.

After the annual review, the supervisor recommends either rewards/sanctions or development measures for the improvement of the public servant’s performance. The development measures may be in form of couching and counselling, formal training, on-the job training, exposure to best practices, and delegation depending on the level of performance and all aim at improving the performance of the employee (URT, 2013b:58-59). Details on the rewards, sanctions and development measures are described by URT (2013b:53-59) but are not be discussed here because they are not the main focus of this study. It suffices to point out that OPRAS is used as a HRD tool for all the public servants irrespective of their level and function – whether operational or managerial.

The findings from this study show that MMC does not have specific policy for the development of competencies of its managerial staff responsible for environmental policy implementation. The policies and legislations used either in the recruitment or in the facilitation of the appointment of the Heads of Departments responsible for environmental policy implementation such as the Public Service Act (8 of 2002) as amended in 2007, the Employment and Labour Relations Act (6 of 2004), the Code of Ethics and Conduct for Public Services, 2005 and the Public Service Management and Employment Policy, 2008, and the policies and instruments used for capacity development of these environmental managers such as Training Policy for the Tanzania Public Service, 2013 and the Guideline on OPRAS, 2013, are general for all the public servants at national level in Tanzania. Thus, in the development of competencies of the municipal managers responsible for environmental policy implementation, the Training Policy for the Tanzania Public Service, 2013 is supposed to be customised to suit the context of MMC.

With regard to OPRAS, the tool is useful in identifying the training needs for individual managers responsible for the implementation of the NEP, 1997 in the context of MMC, provided the specific needs are identified along the process of implementing the annual performance contracts. The tool is good in identifying the capacity needs of the individual managers because
the implementation of their annual performance contracts is done jointly between an individual manager and his/her superior (URT, 2013b:57). Despite the usefulness of OPRAS, lack of an operational training policy makes it difficult to accommodate the competency inadequacies identified during OPRAS annual reviews into the Morogoro Municipality’s strategic and annual plans.

4.5 MANAGERIAL COMPETENCIES POSSESSED BY MUNICIPAL MANAGERS FOR ENVIRONMENTAL POLICY IMPLEMENTATION

The respondents from among the LGTI trainers, Morogoro municipal managers and councillors of MMC were asked to point out the competencies possessed by the municipal managers responsible for environmental policy implementation. The responses were grouped into the competency categories of knowledge, skills and behaviour which are the attributes of managerial competency identified by the respondents of this study as seen in Section 4.3 above. The following sub-sections present the competencies possessed by municipal managers for environmental policy implementation in terms of knowledge, skills and behaviours as reported by the respondents of this study. Although the competencies are presented and discussed separately, it is important to emphasise that they work in a comprehensively integrated manner. Thus, the separate presentation is only important for clarity of each item in order to simplify the understanding.

4.5.1 Current competencies in terms of knowledge

This study inquired from the MMC officials about the knowledge-based competencies possessed by the managerial staff responsible for environmental policy implementation. In response, the study was informed that the managers responsible for environmental policy implementation possess the following competencies in terms of knowledge, including:

(a) Environmental knowledge: The respondents pointed out that the managers possess knowledge-based competencies in different fields of the environment and that all of them are holders of different environmental qualifications. The environmental areas of knowledge-based competencies possessed by the managers include environmental management, environmental health, and natural resource management. The respondents identified other environment-related areas of competencies in terms of knowledge which are important in environmental policy implementation but are not promoted under the umbrella of the NEP, 1997 but under other policies. These include forestry, beekeeping, land management, land
valuation, geomatics (formerly land survey), and urban planning. All these areas of knowledge are closely related to the tasks of the environmental managers but are promoted through other sectoral policies, whose implementation is coordinated by the same departments, hence, they are not discussed in this study.

(b) Other knowledge-based competencies: The respondents identified knowledge-based competencies not based on the field of environment, which are also possessed by the managers responsible for the environmental policy implementation. These knowledge-based competencies include knowledge about the government, management and leadership, information technology and project management. The respondents emphasised that exposure to information technology and project management is among the pre-requisites for a local government official to be entrusted with a managerial position in any department. Thus, these knowledge-based competencies are possessed not only by the environmental managers but also by the managers of all the departments and units of MMC. According to the respondents, the knowledge about management and the government helps the managers to understand MMC and its structures, systems and processes, and thus implement the environmental policy and other policies with ease. This competency characteristic is instrumental in the development of strategic and action plans of MMC especially when integrated with the skills possessed by the managers. The skills component is discussed in the next section.

The findings of this study are in line with the views of Slocum et al. (2008:4-6) and Nouw (2012:31) who emphasise the need for managers to have a good understanding of both their industry and their organisation as part of managerial competencies. The findings are also in line with those reported by various scholars such as Spencer and Spencer (1993:9-10), Mitra et al. (2008:11), Nassor (2010:3), Vazirani (2010:123), Louw (2012:30) and Staude (2012:19) who describe knowledge as an important attribute of managerial competency. According to Spencer and Spencer (1993:11), knowledge is a good personal characteristic that predicts what a manager can do but not necessarily what the manager will do, and is easy to develop among managers of an organisation through training. Despite the importance of knowledge to managers, it cannot suffice in promoting managers’ performance if not used together with other types of competencies, because all the competencies of a manager work together as a set of integrated attributes. Bitencourt (2004:5) emphasises the importance of integrative use of knowledge and skills for improving the competencies of the organisation. The following sub-section discusses
the skills currently possessed by municipal managers responsible for the environmental policy implementation.

4.5.2 Current competencies in terms of skills

The respondents were asked to identify the skills which were possessed by the municipal managers responsible for environmental policy implementation. The respondents contended that the managers’ skills are closely related with their working experience, which lead to improved performance in policy implementation. It was pointed out that the managers and their immediate subordinates (section heads) had up to 26 years of working experience at the same level and a minimum of five years. This implies that the MMC has a rich experience in various aspects of the environment and management. The following subsections present the skills, which were identified by the respondents.

4.5.2.1 Administrative skills

The respondents from among the LGTI trainers provided general views on the skills possessed by managers responsible for environmental policy implementation by LGAs in the country not only by the MMC. This is because the trainers deal with the capacity building of all the LGAs and not the MMC alone. In their response to the question to mention the skills, the respondents pointed out that the managers possess a wide range of skills, which enable them to perform the service provision function of the LGAs through their departments. One respondent said:

“It is difficult to point out for sure the types of competencies which the local government environmental managers possess for environmental policy implementation because the LGAs in the country are many. However, there is an assumption that any holder of a Bachelor’s degree has a wide variety of skills although not necessarily in policy studies” (TI2, 2016).

The respondents from the LGTI further contended that, without considering the political environment which always poses challenges to them, the managers of LGAs responsible for environmental policy in Tanzania have a high level of administrative skills, which are instrumental in the implementation of the NEP, 1997 and other policies. According to the respondents, the high level of administrative skills is a result of the strictness of the government in enforcing the official appointment and recruitment procedures, by which they make sure that every manager appointed to head a department responsible for environmental policy
implementation has good management experience and is a holder of a Bachelor’s degree or its equivalent in an aspect of environmental studies. The requirement for Bachelor’s degree qualification was mentioned in Section 4.4.2 above. The respondents from the MMC confirmed the possession of administrative skills by the managers responsible for environmental policy implementation. Moreover, the respondents mentioned other skills possessed by the managers, which are discussed hereafter.

4.5.2.2 Professional skills

The respondents discussed professional skills interchangeably with technical skills implying that the managers responsible for the implementation of the NEP, 1997 perform technical functions which fall under their profession, and that when they perform them well, they are said to excel in their profession. Thus, the respondents expressed satisfaction with the possession of some technical abilities by the managers in performing their technical functions in the environmental area in a professional way despite the challenges faced. One respondent from among the councillors said:

“Our managers have the right level and type of education in the environmental field and experience in management of the local government. I am convinced that they have the right professional skills in dealing with environmental problems technically in our area” (CI4, 2016).

Similar to the views of the respondents of this study, Spencer and Spencer (1993:167) discuss professional and technical skills together. The authors argue that professional skills are closely related to self-confidence and are the main personal attributes of superior performance among professionals. The authors point out that the professional skills most often manifest through (Spencer & Spencer, 1993:167):

a) enjoyment of the challenges faced in the profession;
b) confidence in professional judgments; and
c) seeking responsibility in the professional work.

Regarding working experience, Chia and Holt (2008:142) argue that knowledge works well with practical experience and that in the course of experience, more knowledge emerges. The authors emphasise that without integrating the two attributes of competencies, there will be a gap
between what is being experienced and the decision-making about what to be implemented (Chia & Holt, 2008:142).

The possession of professional skills reported by the respondents in this study is consistent with Hood (1991:4) and Osborne (2006:379) who identify the hands-on professional management as one of the key elements of the NPM. The respondents identified the following functions whose performance proves the possession of professional skills by municipal managers responsible for the implementation of the NEP, 1997:

a) *Environmental planning and management.* Although the Municipality has a lot of environmental problems, the respondents contended that the professional skills have helped the managers in keeping pace with the situation through various efforts such as planning for waste management, motivating tree planting and enforcing penalties to environmental defaulters. The respondents also identified promotion of community hygiene and prevention of contagious diseases through isolation enforcement. They argued that the managers have the skills of handling general environmental issues with limited financial resources from the annual allocations from the Treasury and local collections of levy. Although the respondents admitted the need for some skills in this area (as is discussed in Section 4.6 below), they appreciated the possession of sector-specific skills by the environmental managers of Morogoro Municipality.

b) *Land surveying.* The municipal managers in the Department of Urban Planning, Lands, Natural Resources and Environment cooperate with other public servants in the department to perform land surveying and hence facilitate the issuing of land ownership offers to citizens. The respondents said the public servants are quite skilled in land surveying.

c) *Urban planning.* The respondents said the municipal managers responsible for the implementation of the NEP, 1997 are quite skilled in planning for different development initiatives although there have been various complaints from the community. The respondents said that planning is technical and must not necessarily be appreciated by all the community members for different reasons. Some members of the community might not be aware of the essence of the plans while some managers might have inadequacies in involving the community. The respondents contended that the managers are skilled in different urban planning functions including housing and infrastructure development planning with environmental concerns considered. Emphasising the relatedness between planning and environment from policy point of view, one respondent argued: “the managers are skilled in handling environment-development interactions, although some of them still need to improve
in this area. After the Rio-Earth Summit of 1992, the need for planning in relation to the environment-development interactions increased. This led to the formulation of the National Human Settlements Development Policy, 2000 and the enactment of the Urban Planning Act (8 of 2007) by the Parliament of Tanzania” (MI3, 2016).

The respondents pointed out that the diverse skills possessed by the managers are meant for the implementation of several policies including the NEP, 1997. The fact that the same managers deal with the implementation of other national policies at the local level, their skills development come from different sectoral policy arrangements. For example, the development of land surveying and urban planning skills, which according to the respondents are useful in the implementation of the NEP, 1997, is part of the targets of the National Land Policy, 1995, the National Human Settlements Development Policy, 2000 and the enforcement of the Urban Planning Act (8 of 2007). The promotion of community hygiene and prevention of contagious diseases are part of the National Health Policy, 2007 (URT, 2007d:13-17) while the management of wastes is promoted by the NEP, 1997. Since this study focuses on the NEP, 1997, details about the other policies are not discussed here.

4.5.2.3 Financial management skills

The respondents contended that the municipal managers responsible for the implementation of the NEP, 1997 and those responsible for the implementation of other policies have high levels of financial management skills. According to the respondents, the managers are competent not only in the preparation of annual estimates (budgeting process) but also in appropriate spending of public fund and other resources, thereby leading to wide probabilities of successful policy implementation. The respondents pointed out that MMC was among the few municipal councils in the country which attained an unqualified audit opinion from the Office of the Controller and Auditor General (CAG) for the year 2014/2015. One respondent said:

“If not by the financial management skills of these heads of departments, we would not expect to have the NEP, 1997 implemented in our area. All the managers have had a stake in causing our Municipal Council to be granted with this highly respected audit clearance” (CI5, 2016).

Audit records from the Office of the CAG show that, except in the financial year 2010/2011, for five consecutive years from 2010/2011 to 2014/2015, MMC has been issued with unqualified opinions (URT, 2014b:183; URT, 2016b:250). For the year 2014/2015 referred to by the
respondents, MMC was among 47 LGAs which were issued with unqualified opinions by the CAG out of 163 LGAs which were audited. According to URT (2016b:21), “an unqualified opinion is issued when the financial statements give a true and fair view or are presented fairly in all material respects, in accordance with the applicable financial reporting framework and applicable accounting principles and standards”. The findings of this study imply that MMC is among the few competent LGAs in different aspects of financial management. In a study to assess financial management skills of Dr J.S. Moroka Municipality in South Africa, Phenya (2011:9) identifies from different sources, budgeting as well as collecting, analysing and communicating financial information as some of the important financial management skills for managers. Although this study is not concerned about detailed analysis of financial management, it appreciates the skills possessed by municipal managers in financial management for successive years.

4.5.2.4 Interpersonal skills

According to the respondents, municipal managers responsible for the implementation of the NEP, 1997 cooperate with other departments to undertake some of their obligations. The heads of the departments are responsible for initiating these cooperative links and will consult the relevant departments depending on the need. For example, the Head of the Department of Urban Planning, Lands, Natural Resources and Environment cooperates with the Department of Works in infrastructure designing such as development of road network plans with environmental concerns. The respondents expressed their appreciation on the possession of interpersonal skills, which enable the environmental managers of the MMC to implement the NEP, 1997. Since the departments are headed by people, their personalities are still with or within them, thus making it necessary for them to possess skills to interact with other people. The interpersonal skills help the managers not only to interact with other departments or units of the Municipal Council but also to maintain smooth working environment within their departments, thereby promoting the possibilities of successful policy implementation functions. One respondent said:

“I have used my interpersonal skills to cope with my other staff in my department as a family, not as a boss and subordinates. There is no any staff member who fears to pay a visit in my office whenever a need arises. We respect each other and I appreciate their sense of responsibility, which has been built on them – quite a happy family” (MI3, 2016).
The respondents emphasised that the interpersonal skills are useful to the municipal managers responsible for the implementation of the NEP, 1997 because they are the ones to initiate the interaction with other departments with the intention of environmental policy achievements.

4.5.3 Current competencies in terms of attitude and behaviour

Attitude and behaviour are closely linked although the two terms have different meanings. Although there have been controversies in the definition of attitude and the type of cause-and-effect relationship it has with behaviour, there is no doubt that the two concepts are closely linked (Mostyn, 1978:1). Generally, attitude is viewed by attitude researchers as a construct that precedes behaviour and guides the choices and decisions of human beings although in itself it is not directly observable (Hogg & Vaughan, 2011:148). Since behaviour is preceded by attitude, it is logical to argue that behaviour expresses physically, emotionally or intellectually the response to an attitude change that takes place within a person in his/her environment (Mostyn, 1978:20; Ostroff, 1992:964). Since this study is not dealing with detailed analysis of the two concepts, it suffices to mention that behaviour is considered to express attitude change among persons, and that the same conception is used in studying the behaviour-based competencies of municipal managers responsible for the implementation of the NEP, 1997.

The respondents were asked to mention the behaviours that help Morogoro Municipal managers to implement the NEP, 1997 effectively. Behaviour is one of the important attributes of managerial competency identified by the respondents of this study and by some scholars in the previous studies as discussed in Chapter 2 of this thesis. According to the respondents of this study, the following are the behaviours possessed by the municipal managers, which are instrumental in the implementation of the NEP, 1997:

a) Frequent interaction behaviour: Since the section heads are the immediate subordinates of the heads of the departments, they have close ties with the heads of departments. Each section head assists his/her head of the department in supervisory functions, hence, smoothening the process of policy implementation. For this reason, the respondents of this study informed that the heads of the departments responsible for the implementation of the NEP, 1997 have established a behaviour of practising close interactions with the section heads. This behaviour provides for a smooth working environment, which makes it easy for the heads of departments to develop the competencies of the section heads. This causes the section heads to implement the directives from the senior management of the Municipality through the heads of their departments.
b) Goal oriented behaviour: The respondents contended that the goal-oriented behaviour possessed by the managers responsible for the implementation of the NEP, 1997 assists them to get assurance that the annual plan is shared and implemented by the members of their departments appropriately. The annual targets of the departments responsible for the implementation of the NEP, 1997 are shared among the managers, the section heads and finally the other officers and operational staff under the guidance of the departmental managers. This behaviour is made effective by the legal backing of OPRAS, whose guidelines require that every public servant has a share in implementing the annual action plan. As seen in Section 3.3 of this thesis, all public servants are legally bound to adopt OPRAS, which is provided for in the Standing Orders (D.62-D.75) (URT, 2009a:64-70). Since competencies can be learned, this study deduces that both the legal requirement and the administrative guidance of the goal oriented managers help to develop the goal oriented behaviour among the public servants of the Municipality, and thus, coupled with other competencies, promoting the ability of the MMC in implementing the NEP, 1997.

c) Teamwork behaviour: The respondents argued that the municipal managers responsible for the implementation of the NEP, 1997 work as a team within their departments across different sections hence establishing what they referred to as team management. Given the cross-cutting nature of the field of environment, the behaviour of teamwork is very essential in the implementation of the NEP, 1997 as it enables the managers to cooperate with other departments and units of the Municipality.

d) Promotion of good inter-personal relationships: According to the respondents, the behaviour of frequent interactions coupled with the team management behaviour results in good interpersonal relationships not only at the management level but also throughout departments responsible for environmental concerns. The interactions are enhanced formally by monthly structured departmental meetings and informally by free communication culture without unnecessary rank-based barriers or obstacles. One respondent said that “we are trying to avoid the differentiating attitude and appearance; that is moving for simplicity” (MI3, 2016). Such efforts resulted in the behaviour of promoting good interpersonal relationships as their necessary asset for managerial performance.

e) Morning Prayer behaviour: The respondents pointed out that at the Municipality, all the departmental managers attend special brief management meetings famous as Morning Prayer on Mondays and Fridays in order to share and reflect on some important issues from various departments and units. Although other things are discussed during these morning prayer sessions, the respondents said the municipal managers are particularly obliged to report on
the status of two aspects, namely revenue collection and sanitation, the latter aspect being the responsibility of one of the managers responsible for the implementation of the NEP, 1997, the Department of Health, Environment and Sanitation. The respondents argued that the behaviour of Morning Prayer helps the managers in keeping pace with their objectives and targets, which they have signed annually in the beginning of the financial year as per OPRAS guidelines. One respondent said that “this behaviour has helped the MMC to improve the performance of managers very much especially those responsible for sanitation and revenue collection” (MI3, 2016). Although morning prayer is seen as part of the organisational culture as a unit, it was conceived by the respondents of this study as both part of the organisational culture and a personal attribute of the managers, who have embraced it at individual capacities and fulfilled what is required of them before and during the meeting. The more effective a manager becomes in the Morning Prayer, the more effective he/she becomes in the managerial functions.

f) Self-confidence: This study was informed by the respondents that the municipal managers responsible for the implementation of the NEP, 1997 are self-confident. The respondents argued that the self-confidence behaviour helps the managers to perform what they know and what is legal without considering pressures from their fellow public servants at the Municipality. However, the respondents said that the municipal managers feel self-confident at their office premises when interacting with other public servants and ordinary citizens who need their services, but not before the councillors’ political influence – which is discussed in Section 4.6 under the competencies needed by MMC.

The findings of this study are in line with those of the previous studies (Spencer & Spencer, 1993:9; MRG, 1998; Wilson, 2005:9; Slocum et al., 2008:4; Irawan, 2011:219-220) which link job performance of a manager with his/her behaviour as an underlying personal attribute of competency. Although the municipal managers responsible for the implementation of the NEP, 1997 were found by this study to possess various competencies, they were also found to lack some competencies, which they need for better performance in their policy implementation functions. The following section discusses the competencies needed by the municipal managers for the implementation of the NEP, 1997.
4.6 MANAGERIAL COMPETENCIES NEEDED BY MUNICIPAL MANAGERS FOR IMPLEMENTATION OF THE NEP, 1997

The respondents from among the LGTI trainers, public servants and councillors of MMC were asked to identify the competencies needed by municipal managers responsible for the implementation of the NEP, 1997. The responses are grouped into the categories of knowledge, skills and behaviour, which are the attributes of managerial competency. The following subsections present the competencies needed by the municipal managers for the implementation of the NEP, 1997 in terms of knowledge, skills and behaviours as reported by the respondents of this study. It is important to emphasise here (as it was in Section 4.5 above) that the needed competencies are presented and discussed separately for clarity purposes but each is expected to work in a comprehensively integrated manner with other competencies.

4.6.1 Needed competencies in terms of knowledge

The respondents mentioned different types of knowledge needed by the managers responsible for the implementation of the NEP, 1997. An analysis of the responses shows that the needed knowledge mentioned falls in two categories namely environment and policy as follows:

a) Environment based knowledge: The respondents argued that although the managers possess the required level of education, they might not necessarily possess all the knowledge required in the implementation of the NEP, 1997 effectively because knowledge is dynamic just like the society’s needs are dynamic. They contended that even in colleges and universities where qualifications of the managers are offered, the syllabi and even curricula change with time depending on the society’s dynamics including the changing demands of professions and occupations. This being the case, the municipal managers responsible for the implementation of the NEP, 1997 cannot be immune to the changes of the world in terms of occupation and profession. This argument implies that the knowledge obtained from education institutions is not to be static in people’s minds but must be improved from time to time as because of varying demands. The managers need more environment-based knowledge in areas of environment and development interaction, environmental impact assessment (or more precisely, environmental and social impact assessment) and environmental policy and legislation. As it was pointed out in Section 4.5.2.2 above, after the Rio-Earth Summit, which was the UN Conference on Environment and Development (UNCED) of 1992, the planning emphasis was to consider environment and development interactions under Agenda 21. The respondents were of the view that the implementation of the international resolutions reached
requires the local managers to be knowledgeable about environmental policy and legislation, from the international, national and local perspectives in addition to the general knowledge pertaining to environmental management. According to the respondents, the possession of the knowledge about environmental policy and legislation as well as environmental and social impact assessment in addition to the already possessed knowledge about environment-development interactions, will be necessary for implementing the NEP, 1997. Regarding the knowledge of environmental legislation, the respondents were of the view that the managers responsible for the implementation of the NEP, 1997 should be equipped with legal competencies particularly in the basic knowledge of law, which is currently lacking. The fact that the Municipality’s Legal Unit had only five officials at the time of this study’s interviews raises doubts of effectiveness in handling environmental issues that require the attention of the Unit. In line with the insufficient number of officials in the Unit, one respondent said that:

“the Municipal Council has only five lawyers in total and two of them were recruited to the Council only one year ago. This shortage of lawyers causes difficulties in handling all legal activities. We have to visit the field and identify areas where the law has been violated by the citizens such as building on unauthorised sites; but because of our small number, we cannot perform the job effectively-some geographical areas are left unattended or delay to be attended” (MI5, 2016).

The views of the respondents imply that the implementation of environmental policy requires not only knowledge of environment as a field of study but also policy knowledge as explained in the next category.

b) Policy implementation knowledge: According to the information from the departments responsible for the implementation of the NEP, 1997, there is no single officer in their departments who possesses an academic qualification about policy obtained through formal training from education institutions at least at a Bachelor’s degree level. The respondents argued that policy education has not been given much emphasis both by education institutions and the Public Service in general. The respondents contended that the attainment of managerial positions in the Municipality and other LGAs in Tanzania does not involve a statutory requirement for possession of policy knowledge but they require one to have the basic qualifications in the field of the appropriate sector, in this case, environmental studies. Although public servants who possess Public Administration qualifications have knowledge
of policy implementation, they get recruited as human resource officers and hence work under the Department of Human Resources and Administration but cannot qualify to head the departments responsible for environmental policy implementation. The respondents argued that since education institutions are sensitive to the market needs of the society, they opt for the fields whose graduates fit in the career structure in accordance with the schemes of service in the Public Service. Thus, the respondents linked the competency inadequacies observed in environmental policy and legislation (mentioned earlier) with lack of emphasis on policy education at national level, particularly at the level of Bachelor’s degree which is the minimum requirement for their managerial positions. This challenge, according to the respondents has led to the inadequacies of policy implementation knowledge among municipal managers of Morogoro and other LGAs in the country.

c) Knowledge about the local environment: The respondents said that since there is no rule for the Morogoro municipal managers to come from among the residents of the Morogoro Municipality, the appointed managers responsible for the implementation of the NEP, 1997 at any point in time are not necessarily expected to be well-informed about the local environment of the local government area. They have emphasised that for the managers to be effective in the implementation of the NEP, 1997, they should have detailed knowledge of the local environment, which will enable them know the nature of the environmental problems, their causes and opportunities available for solution. Knowledge about the local environment will also make the managers appreciate the social realities of life which are peculiar to specific environments including the culture and behaviours of the different communities in the area. Since the NEP, 1997 is to be implemented by all the LGAs in the country, whose local working environments are different, knowledge about the local environments is one of the necessary tools for the municipal managers to implement the Policy effectively.

The challenges in the implementation of environmental policies have been associated with lack of knowledge among other factors. For example, Drexhage and Murphy (2010:8, 13) argue that the progress to achieve the goals set at Rio Earth Summit in developing countries has always been slower than expected and that the implementation has faced several challenges including lack of knowledge thereby concurring with the views of the respondents of this study.

Reviewing the undergraduate admission guidebook for higher education institutions in Tanzania released in 2016 by the Tanzania Commission for Universities (TCU), this study has found out that out of 68 higher learning institutions which were expected to admit Bachelor’s degree
students in September/October 2016 intake, only three institutions announced a total of four policy focused programmes and eight institutions announced a total of 10 Public Administration programmes (TCU, 2016). Although Public Administration degree programmes offer policy implementation modules, their graduates do not qualify for the managerial positions responsible for environmental policy implementation in the LGAs as argued above.

The above findings do not mean that other programmes do not include policy studies, but some may include them as individual subjects and not as a major focus of the programmes. Since the municipal managers in the departments responsible for environmental policy implementation are public managers, exposure to the theory of Public Administration would help to lessen the inadequacies in policy implementation competency. The inadequacies of policy knowledge in the Public Service are acknowledged elsewhere by Sharma (2012:1) who argues that the global focus on economic growth has ignored policy education. Similarly, Mahbubani (2013:36-37) is concerned about the gap existing between education institutions offering policy studies and the Public Service and emphasises global political and intellectual revolution to support Public Policy education.

4.6.2 Needed competencies in terms of skills

The respondents were asked to provide their views about the skills needed by the Morogoro municipal managers responsible for the implementation of the NEP, 1997. After the analysis of the responses provided, five categories of the needed skills were obtained. A list of the five categories of skills and the areas of competencies associated with each category are presented in Table 4.2 below.
Table 4.2 Summarised list of the skills based competencies needed by municipal managers responsible for the implementation of the NEP, 1997 as suggested by the respondents of this study

<table>
<thead>
<tr>
<th>Skills category</th>
<th>Areas of competency needed</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Policy implementation skills</strong></td>
<td>Skills in policy formulation process  &lt;br&gt;Skills in policy coordination  &lt;br&gt;Skills in translating the national policy into local contexts</td>
</tr>
<tr>
<td><strong>Communication skills</strong></td>
<td>Techniques and styles of communication between the departments of MMC, the councillors and the community members.</td>
</tr>
<tr>
<td><strong>Administrative and leadership skills</strong></td>
<td>Conflict resolution skills  &lt;br&gt;Strategic management skills  &lt;br&gt;Risk management skills  &lt;br&gt;Supervisory skills  &lt;br&gt;Skills in dealing with change of attitude  &lt;br&gt;Skills in lobbying and advocacy  &lt;br&gt;Team building skills</td>
</tr>
<tr>
<td><strong>Professional skills</strong></td>
<td>Analytical skills  &lt;br&gt;Skills in environmental auditing  &lt;br&gt;Skills in waste management  &lt;br&gt;Skill in Environmental and Social Impact Assessment</td>
</tr>
<tr>
<td><strong>Politico-administrative skills</strong></td>
<td>Handling political challenges affecting policy implementation functions  &lt;br&gt;Enforcement of law within the local government policy and legal environment</td>
</tr>
</tbody>
</table>

The details of each of the skills categories in the above table are discussed in the sub-sections which follow hereafter.

**4.6.2.1 Policy implementation skills**

Regarding the policy implementation skills, the respondents identified three key areas of competency, which are needed by the municipal managers responsible for the implementation of the NEP, 1997. The key areas of competency in policy implementation skills are:

a) policy formulation process,
b) policy coordination, and
c) translating national policy into local context.
With respect to policy formulation, the respondents argued that lack of managers who have good education background of public policy is the main cause of the Municipal Council to face skills shortage in policy implementation. They emphasised that, although they are managers, they do not have the necessary skills of developing a good policy. One respondent said that:

“to formulate a policy is not a simple task; you need to know all the steps and how to find out the policy issues, formulate the objectives, prepare the policy statements and so on. We truly need some expertise and skills to be developed onto us” (MI6, 2016).

Another respondent said that “we need the skills of comprehending the policy language and translating it into the implementation language of the practitioner”. When asked how the municipal managers have implemented the NEP, 1997 while they did not have policy experts, they said that the managers use their common sense, their ability to understand what is required of the policy and other skills which they possess, having being managers for a long time. Another area of competency needed as part of policy implementation skills is policy coordination skills. The respondents said that the managers need skills in policy coordination because they are responsible for the implementation of more than one policies in their departments. One respondent said that “we need the coordination skills to enable us balance the activities of the environmental policy and other policies implemented by our department without undermining any of the policies” (MI1, 2016). While some of the environmental concerns are handled by the NEP, 1997, some concerns are handled by other policies. The respondents expressed confidence in their understanding that coordination skills would enable the managers implement the NEP, 1997 with more ease because they would handle all policies professionally. They added that the skills would enable the managers of the two departments responsible for the implementation of the NEP, 1997 coordinate different activities of the Policy between their departments more effectively.

The respondents were also of the view that the whole process of policy implementation would succeed if the managers had the skills of customising the national policy to suit their own local environment or context. Such environmental threats as bush fires, illegal hunting, destruction of water sources and building on the restricted highland areas of the Morogoro Municipality would find their corresponding solutions through local policy to be promoted both by the managers and the councillors. When asked about how they have been implementing the national policy if they did not have the skills to customise it to their local context, the respondents said that they have been using their knowledge and experience in the field of environment to implement what is required based on the Policy in the assistance of the two Municipal by-laws in the area of
When asked if MMC developed local environmental policy and regulations as directed by the NEP, 1997 (Section 102), the respondents said the Municipality does not have any local policy to operationalise the national policy but has two types of by-laws, which are:

(a) The Environmental Protection/Regulations of Planting Trees and Maintaining Trees and Protection of Vegetation By-laws, 1999.
(b) Morogoro Municipal By-laws (Sanitation), 2010.

The above by-laws, are concerned with the conservation of the environment in the areas of vegetation and sanitation but are silent on the development of the competencies of the managerial staff responsible for their enforcement. They are also silent on the development of the competencies of the councillors who perform the oversight functions of the Municipal Council. An analysis of the content of the by-laws reveals a missing link between the environmental development and human resource development initiatives as argued in Section 3.5 of this thesis. While the NEP, 1997 through Section 107 promises to build the capacity of different stakeholders including the public servants, the MMC has taken almost 20 years without developing a local policy, which would promote the HRD priority intention of the Policy. A portion of Section 107 of the Policy states that:

“… Building capacity for the development of general competence is inherently a lengthy process; it takes time to train an appropriate cadre of professionals, and even longer for them to acquire mature experience. More generally, human resource development will be a priority at all levels - the general public, NGOs, public officials, technical and scientific staff” (URT, 1997a:41).

Considering the capacity building priority of the Policy, the time period that has elapsed without a local policy since 1997, the recognition that capacity building takes time and the fact that the acquisition of experience by the appropriate managers takes long, this study concurs with the respondents that MMC lacks policy implementation skills which emphasises the significance of the research in developing a competency framework. In the same view point, Boyatzis (1982:13) emphasises the possession of specific skills by organisational managers for customising the externally developed policies that are supposed to be implemented by the organisation. Wong (1996) is of the view that the inadequacy in policy implementation is a global challenge, which requires the development of policy coordination skills among the public managers responsible for coordinating the implementation functions.
4.6.2.2 Communication skills

Communication skills work closely with policy coordination skills (discussed in Section 4.6.2.1 above) in the sense that policy coordination involves communication with different stakeholders. According to MRG (1998), communication by managers involves:

a) clearly stating what they expect from others,
b) expressing their thought and ideas clearly, and
c) maintaining precise and constant information flow.

The respondents of this study pointed out that municipal managers responsible for the implementation of the NEP, 1997 need to improve their communication skills in order to gain support from other public servants of the Municipality, the councillors and community members in implementing the environmental policy statements as committed by the government. They emphasised that for the managers to gain support from stakeholders, they need good communication skills without undermining the importance of other skills. The respondents said that the managers need different skills to enable them communicate effectively with different stakeholders in the implementation of the NEP, 1997. They were of the view that, it is always difficult for the managers to gain support from the community members through administrative communication of the legal directives which ban unlawful practices. Thus, the by-laws which back up the implementation of the Policy are always not easily accepted by the communities because they seem to derail some citizens from their small-scale income generating activities such as brick making and gardening along river sides. Consequently, the respondents said the communication skills they need should be reinforced with negotiation skills so that they can resolve the conflicts which recur frequently. According to the respondents, the managers should possess special skills in addition to, but integrated with communication skills to induce positive change of attitude among the community members for the support of the Policy. More about the conflicts is discussed in Section 4.9 below.

Section 42 of the NEP, 1997 emphasises the role of the government to strengthen communication between the LGAs and other stakeholders including the private sector and non-governmental organisations mandated to execute environmental objectives. Consequently, the government expects the non-governmental organisations to strengthen communication between themselves in order to facilitate the implementation of the Policy (URT, 1997a:17). The above emphasis is in line with the needs for communications skills expressed by the respondents of this study. The views of the respondents conform to those given by Mitra et al. (2008:19-204) who
emphasise the essence of managers to possess both communication and negotiation skills as some of the attributes of interpersonal skills. Slocum et al. (2008:6) and Louw (2012:31) emphasise the essence of communication competencies for managers to include negotiation skills, similar to the findings of this study. Similarly, Kurschus and Pilinkienê (2012:52) argue that managers must possess communication skills irrespective of the context.

4.6.2.3 Administrative and leadership skills

The respondents of this study expressed the need for a variety of administrative and leadership skills for the managers responsible for the implementation of the NEP, 1997. Although the respondents appreciated the possession of some administrative skills by the managers, they pointed out the skills which they believed are to be enhanced. The specific skills mentioned by the respondents are:

a) strategic management skills;
b) conflict resolution skills;
c) risk management skills;
d) supervisory skills; and
e) team building skills.

The respondents said that policy implementation function needs a long-term focus, emphasising that the need is even more for the managers responsible for the implementation of the NEP, 1997 because environmental problems are not fixed. The fact that environmental challenges such as natural calamities and the chronic bush fires do not have defined schedules, the managers must be strategic enough to enable the Municipality to establish long term programmes to deal with the situation. Other skills mentioned are conflict resolution skills, risk management skills, team building skills and supervisory skills. The respondents indicated their need for the managers to be skilled in resolving conflicts, which in most cases are related with natural resource utilisation and ownership. Conflict is a difference between two or more persons or groups of people characterised by disagreement, tension and/or emotion leading to lack of social cohesion (Kohlrieser, 2007). The respondents were of the view that the resistance they face in the process of enforcing environmental by-laws could be avoided if the managers possessed a good combination of administrative and leadership skills. Expressing the need for the municipal managers to possess special leadership skills, one respondent said:
“Sometimes we face angry citizens while enforcing our laws against some people conducting their economic activities such as farming and brick making alongside water sources and we fail to reach consensus with them. We wish we could reach consensus and enforce our environmental by-laws in harmony” (MI2, 2016).

In the same view, another respondent said:

“We need special skills to enable us educate the citizens about the policies and laws of the country in a participatory manner. What we usually do is that we go with an escort of Police force under the District Commissioner’s order. This escort helps us to destroy some of the defaulters’ activities in the protected areas, thus resulting in development of hatred among the citizens against MMC” (MI6, 2016).

They also emphasised that any development activity involves risks and that environmental policy implementation is not an exception. Thus, the managers are supposed to be skilled in risk management to handle risks in such areas as environmental health promotion and enforcing the environmental by-laws in the highlands and in wetland areas, where they face serious resistance. With respect to team building, the respondents insisted that the implementation of the NEP, 1997 involves different stakeholders and that the managers need skills to enable them work as a team with shared goals and interests within their departments and beyond. They emphasised the possession of lobbying and advocacy skills by all managers for the achievement of environmental objectives identified by the NEP, 1997. Lobbying and advocacy skills would enable the managers promote civic awareness and secure support from different stakeholders of the Policy. Increased awareness would be a necessary input in the efforts to change the attitudes of people who are not in support of the Policy. The respondents insisted that the implementation of the NEP, 1997 has suffered short of collective efforts, which could have been enhanced by teamwork organised under the municipal managers responsible for the implementation of the NEP, 1997. According to the respondents, good teamwork skills would be accompanied by good influencing and advisory skills for the managers, hence facilitating a smooth implementation of the Policy. Supervisory skills are also needed in order to ensure that policy directives instructed from the senior management are implemented by the section heads appropriately under the supervision of the managers, who head the departments responsible for the implementation of the NEP, 1997. Koehn (2002:118) emphasises the need for a variety of administrative and leadership skills including conflict management and negotiation skills for policy implementation by middle managers in Shanghai China, similar to the findings of this study.
Further analysis of the responses deduces that once the managers possess strategic management skills, they will likely possess the rest of the above-mentioned skills because strategic management skills are broader and help in achieving the organisation’s vision. According to Hofstrand (2008), strategic management skills are essential for the long-term success of the organisation and that they enable the managers to assess success factors, identify personal strengths and hence find the available opportunities. The author’s view implies that the possession of strategic management skills by municipal managers will enable them to assess the Municipal Council’s capacities and inadequacies in relation to the long-term achievement of the NEP, 1997.

4.6.2.4 Professional skills and experience

Although they expressed their satisfaction with the possession of some professional skills possessed by municipal managers responsible for the implementation of the NEP, 1997, the respondents of this study showed the need of some professional skills and working experience for the managers. Since the needs of the society are not static, the need for professional skills by public managers is also not static but is dynamic in order for them to cope with the dynamic world (Wigell-Ryynänen, 2010:2). Some of the responses of this study about the needed competencies in terms of skills were grouped into professional skills because of their link with the field of environment. The respondents emphasised that the available managers for the implementation of the NEP, 1997 lack working experience in some of the professional areas, thus making them unskilled despite the passion of knowledge. According to the respondents, municipal managers need professional skills and working experience in the following areas for successful implementation of the NEP, 1997:

a) analytical skills;
b) skills and experience in waste management;
c) skills in environmental auditing; and
d) skills in environmental and social impact assessment.

According to the respondents, the managers need analytical skills by which they can use as tools to examine different dimensions of their working environment (professional, political, socio-cultural, economic and environmental). They added that the analytical skills will help the managers to study their competencies as well as the environmental problems from local context and workout relevant long-term policy solutions. Through the analysis of a situation involving the available strengths, weaknesses, threats or obstacles and opportunities, relevant solutions can
be attained. Since environment is a broad cross-cutting field, encompassing several subfields, it has been challenging for the MMC to have a good team of middle level managers who are analytically skilled in all areas of the environment. Although the Municipal Council has section heads who cover all the subfields, this does not undermine the need for the middle-level managers to possess analytical skills in all areas because they are responsible to offer guidance of policy implementation.

According to Mitra et al. (2008:199-204), analytical skills are closely related to work effectiveness and are needed at all levels of management including the middle level, which is the focus of this study. The need for analytical skills for managers is also emphasised by Craft, Howlett, Crawford, McNutt and Shoyama (2013:57-58) who report inadequate analytical skills for policy implementation managers in areas of climate change adaptation.

With respect to waste management, the respondents contended that the crucial need is both in terms of skills and experience in handling waste. In addition to lack of officials majoring in waste management, the Municipal Council lacks managers and other officials who are experienced in waste management. The respondents expressed their concern that without an experienced manager in waste management, the problem of waste management by the Morogoro Municipality would not be solved. They emphasised that the possession of managerial skills and experience in waste management would boost the efforts of the Municipal Council in the improvement of the environmental health of the Municipality – and consequently, in preventing the spread of communicable diseases. Showing the scope of the need of waste management skills, one respondent said that:

“it is not only the technical part of the waste management that we are lacking, but also, the skills on how to communicate the hygiene knowledge to our communities is highly needed by our managers – especially the Head of Department and the section heads who are immediate assistants to the Head” (MI1, 2016).

The respondents expressed concern about the need for waste management skills arguing that the inadequacies have been there for a long time. The whole process of waste management from the collection stage is a long process which requires several types of skills. Although the Municipality has implemented an outsourcing strategy which involves local companies, the respondents said that the challenge is still critical. Another respondent said:
“Most of the members of the Department of Health, Environment and Sanitation have a long working experience in environmental health but the department has only one experienced engineer. Waste management functions need engineering expertise either at the level of the Head of Department or at the immediate subordinate level of Head of Section” (MI1, 2016).

Since this study is not concerned about the process of waste management, it suffices to deduce from the responses that, despite different efforts by MMC, waste management skills are still needed among the managers responsible for the implementation of the NEP, 1997. The need for waste management skills is aggravated by the fact that waste management is risky to the municipal experts as far as health is concerned (Athanasiou, Makrynos & Dounias, 2010:618). The shortage of managerial and technical skills in waste management has been a challenge in different areas of the world especially with the increasing use of disposable materials. Halton Recycles (2013) reports a growing demand for waste management skills in different areas of the world, arguing that there is an intensifying need for developing the skills of the available officials in waste management”.

As far as skills in environmental auditing and environmental and social impact assessment are concerned, the respondents expressed their alarming need. The skills in the two areas of environment are seriously lacking. According to the respondents, whenever they need to conduct environmental auditing and impact assessment, they usually outsource from skilled sources outside the Municipal Council. Since MMC is mandated to oversee the conducting of environmental auditing and environmental and social impact assessment to all the factories within the area under its jurisdiction, the need for developing skills in these two areas of environmental profession is high.

4.6.2.5 Politico-administrative skills

With respect to politico-administrative skills, the respondents claimed that the municipal managers responsible for the implementation of the NEP, 1997 have a serious need for skills to enable them integrate the political interests without compromising the administrative functions of policy implementation. The political interests come from both the elected councillors and the Central Government offices of the Regional and District Commissioners. While the managers are supposed to implement the NEP, 1997 and enforce the national and local legislations, sometimes they receive directives which require them to stop a certain law enforcement task. Details about the challenges are discussed in Section 4.9 below. The respondents emphasised the need for
politico-administrative skills, which would enable the managers handle the challenges and thus help them to implement the Policy successfully within the prevailing legal and political environments. Since the political interests affect the implementation of different projects, development of the skills among the managers would have a positive effect on the management of projects and on the overall organisational decision-making. The implication is that politico-administrative skills would indirectly improve the managers’ project management skills as well as decision-making skills.

Unsatisfactory relations between public managers responsible for policy implementation and the elected politicians has been a critical challenge in different parts of the world following different reforms in public administration (Basu, 1989:212-218; Verheijen & Rabrenovic, 1999; 1-3; Sevic, 2001:63-64; Schreurs, Vandenabeele, Steen & Brans, 2010:3-5).

4.6.3 Needed competencies in terms of behaviour

As pointed out in Section 3.3 of this thesis, OPRAS introduced performance contract as one of the HRD initiatives under the PSRP in Tanzania. Under OPRAS, in addition to the agreed annual objectives and targets, public servants are evaluated based on behavioural competencies related to job performance (URT, 2013b:3-4, 29). The assessment of the behavioural competencies aims to motivate and instil positive attitude to employees towards work. The respondents of this study were asked to provide their views about different behaviours and attitudes which are needed for successful implementation of the NEP, 1997. Various responses, which were given by the respondents, were grouped according to their similarities and differences resulting in the following categories of behavioural competencies:

a) integrity behaviour;
b) participatory decision-making;
c) customer oriented behaviour;
d) cooperation behaviour; and
e) strategic attitude.

With regard to integrity, the respondents emphasised the need for managers responsible for the implementation of the NEP, 1997 to improve their behavioural competencies in observing work discipline and thus, paying special respect for their jobs, positions and the resources attached to the position. The respondents were of the view that the managers should individually demonstrate the habit of seriousness about the responsibility and authority attached to their
positions and seek to influence their subordinates to support their policy implementation functions, thereby imparting a positive attitude change towards work. They insisted on the need for balancing the attitudes of managers and other employees concerning monetary and non-monetary aspects of the Municipal Council, stressing that the current attitudes are more towards revenue generating activities. Emphasising the idea of attitude change, one respondent said:

“Attitude change is needed in order for the managers to consider non-financial or monetary activities of their councils with the same emphasis as they do for financial or monetary activities such as collection of levy and fines. The current tendency is that activities which command big amounts of fund are given preference to those not concerned with revenue generation” (TI1, 2016).

Similarly, another respondent who was bitter about the business-as-usual behaviour among the public managers advocated for attitude change as follows:

“Some middle level managers, like many other public managers in the country do not consider policy aspects as important or serious business; rather, they tend to embrace the business-as-usual behaviour. Some tend to avoid abiding to policies that aim to improve the respect to work and performance assessment based on delivery of the organisational targets. For example, OPRAS has not received a welcome adoption in the local government. This behaviour has had negative impacts on the environmental policy implementation, not only in Morogoro but also in many other areas of the country” (TI2, 2016).

According to MRG (1993) this behavioural competency enables managers to succeed in their efforts to achieve the targeted results through leading and directing the efforts of their subordinates. The URT (2013b:50) emphasises integrity among the public managers as their ability to exclusively devote their working time to work-related duties, provide quality services without being induced by the superiors and apply their expertise for the benefit of the organisation.

Participatory decision-making is another behavioural competency needed by the managers responsible for the implementation of the NEP, 1997. The respondents said that although the managers are participatory, they need to improve the participatory skills they have by bringing in a behaviour of sharing with the subordinates at the work place and with communities especially on aspects that may be difficult for the citizens to understand or agree with. When the
involvement of community members is valued in policy decisions, the managers will work with the community members as a team and training to the communities will be fruitful. Participatory decision-making is one of the behavioural competencies for public managers emphasised by MRG (1993) and the Government of Tanzania (URT, 2013b:50). While MRG (1993) emphasises consensual decision-making behaviour, the URT (2013b:29, 50) emphasises the ability to get on with other staff, make the right decisions and accept responsibilities to be an ordinary behaviour of a public servant.

The respondents emphasised the change of attitude among the managers responsible for the implementation of the NEP, 1997 towards customer orientation. Just like any other office which offers public services, and its departments are expected to demonstrate customer orientation behaviour to citizens from different parts of the Municipality. The respondents emphasised the development of customer service behaviour among the managers because the departments responsible for the implementation of the Policy deal with a variety of customers ranging from individual citizens to companies, non-governmental organisations, and government offices. According to the respondents, good customer orientation behaviour would make the implementation of the Policy more successful. Emphasising on the need for more customer oriented behaviour for the managers, one respondent said:

“Some managers need a humble behaviour of considering citizens as valuable customers. They (some) usually identify themselves as if they belong to a special class of public servants, thereby causing a wide gap between themselves and citizens; and sometimes, it is difficult for some staff members of lower cadre to approach and discuss issues with them. Thus, developing customer orientation behaviour will be a necessary achievement for MMC” (TI1, 2016).

The ability to serve customers is one of the behavioural competencies being promoted by the Government through the introduction of OPRAS. As one of the attributes of good performance, customer focus is identified and emphasises on the ability to respond well to customers (URT, 2013b:50).

In addition to the above behavioural competencies, the respondents expressed the need for cooperative behaviour among the municipal managers. Currently, each municipal manager at the level of a head of department deals with the implementation of the policies under the department’s sectoral portfolio. According to the respondents, the cooperative behaviour will enable the departments responsible for the implementation of the NEP, 1997 work as a team
within the whole of MMC. Although each department deals with its own policies, the managers responsible for environmental policy may initiate cooperative behaviour with the rest of the departments particularly with respect to matters that need joint efforts. The teamwork behaviour possessed by the managers as discussed in Section 4.5.3 above can be extended beyond the boundaries of the departments responsible for the implementation of the NEP, 1997.

According to MRG (1993), cooperation is one of the important behavioural competencies which promote the manager’s ability to work in a team within his/her organisation. The ability to work in a team is one of the indicators of good working relationships (URT, 2013b:50).

According to the respondents, strategic attitude is needed to be possessed by the managers responsible for the implementation of the NEP, 1997. The respondents emphasised the managers to think in a bigger (organisational) picture than the departmental level. It was emphasised that strategic thinking is highly needed by the managers responsible for the implementation of the NEP, 1997 and those implementing other policies alike because all are implementing the visions of their policies and that of the Municipal Council. Strategic thinking involves adopting a long-range and broad approach in decision-making through objective analysis and is an important need for managers in promoting HRD (MRG, 1993; Martina et al., 2012: 136).

### 4.7 OVERSIGHT COMPETENCIES NEEDED BY COUNCILLORS OF THE MOROGORO MUNICIPAL COUNCIL (MMC) FOR IMPLEMENTATION OF THE NATIONAL ENVIRONMENT POLICY, 1997

Information on the competencies possessed and those needed by the councillors of MMC was obtained after interviews were conducted with the councillors and for some specific questions, with the municipal managers. This section begins by presenting the councillors’ level of oversight competencies as related with the implementation of the NEP, 1997.

#### 4.7.1 Competency levels of MMC councillors

Previous studies (REPOA, 2008:37; AcT, 2014:2) show the inadequacies in oversight competencies in different parts of Tanzania arguing that the majority of the councillors have low levels of education and lack various types of skills, thus hindering them to understand and make effective use of some of the government’s policy documents.

Before identifying the competencies needed by the councillors, the respondents of this study were asked to comment of the level of competencies possessed by the councillors of MMC as a
whole. Generally, the responses from the respondents, both the councillors themselves and the managers show that the level of oversight competencies among the councillors is low. The respondents admitted that some councillors are competent in their duties but most of them are incompetent. Commenting on the competency of the councillors, one respondent said:

“…. some of them are competent in fulfilling their oversight functions but most of them are incompetent. In the general assessment, I can say that the councillors lack oversight competencies in terms of knowledge, skills, behaviour and experience but the greatest need is knowledge because once one is knowledgeable, he/she can find out more of what is required for fulfilment of the task” (MI7, 2016).

The respondents were of the view that the recently introduced circular redefining the procedure for public servants vying for political positions would worsen the situation of incompetence among the councillors of MMC and other councils of Tanzania. The respondents emphasised that, the circular prevents public servants to retain their employment opportunities in the Public Service once they contest for politically elected positions such as councillors as pointed out in Chapter 3 of this thesis. Although this study does not see the necessity of having councillors who at the same time are public servants, the respondents were of the view that senior public servants would perform well as councillors because they have good exposure to the knowledge and practice of policy and legislation. On the same argument, one respondent said:

“In the 2010-2015 term, we had some members who were both councillors and public servants; they were very helpful to the rest of the councillors because of the inadequacies of many councillors. Their contributions especially during meetings of the Full Council were highly educative to other councillors as they demonstrated a sense of maturity in oversight functions” (CI5, 2016).

After the introduction of the circular, it has become a dilemma for the most public servants to contest for the position of councillor because of two main reasons as follows:

a) The position of a councillor is not legally linked with salary payment. Thus, the public servants would lose their salaries, which they are used to get as employees.

b) The public servants lose their employment whether they get elected to the position or not. Section 3.1.4 of the Circular requires one to resign before the elections are held – just after the NEC has declared him or her a candidate (see Section 3.3 of this thesis). This becomes
too risky to the public servants because one councillor’s position is vied for by several candidates.

In connection with the aforementioned Circular which is perceived by the respondents to have a long-term effect on the competencies of the councillors, one respondent argued that:

“Since public servants are no longer allowed to hold the councillors’ positions, we predict to get councillors who have low levels of education - hence limited knowledge, exposure and experience about policy implementation not only in the environment area” (CI8, 2016).

The respondents’ views demonstrate how politics and administration are considered to be within the function of a councillor thereby making the challenge even greater than just the inadequacy in oversight competency. The views show that it is difficult for the respondents to accept a total separation of politics from administration in the Public Service because before the introduction of the circular, the public servants were not forbidden to join the political positions. The views of the respondents that claim that the introduction of the circular would cause MMC to get incompetent councillors cannot be justified regarding environmental policy implementation without detailed investigation to show the loss to be caused. All in all, this study argues that, it is more important to develop the oversight competencies among the councillors than expecting competency inadequacies to be caused by the Circular. The next sub-section discusses the competencies needed by the councillors of MMC for successful oversight functions in the implementation of the NEP, 1997.

4.7.2 Needed competencies

As it was seen in the previous sub-section that most of the councillors have low levels of oversight competencies, it is important to understand the individual competencies which they need. Thus, this sub-section is discussing the competencies needed by the councillors of MMC, which are important in the implementation of the NEP, 1997 as identified by the respondents of this study. After the respondents provided their opinions about the competencies needed by the councillors, the responses were collated into categories of knowledge, skills and behaviour according to their similarities and differences as discussed hereunder.
4.7.2.1 Competencies in terms of knowledge

In terms of knowledge the respondents identified different areas of concern, which need the attention of capacity building programmes to improve their oversight competencies in the implementation of the NEP, 1997. The areas of concern identified by the councillors’ respondents of this study are presented in the following three main categories, whose discussion follows in the next sub-sections, immediately after the list:

a) general knowledge;
b) knowledge of policy and legislation; and
c) environmental awareness.

4.7.2.1.1 General knowledge

Regarding general knowledge, the respondents emphasised that the councillors need the general awareness of various development issues because they are dealing with promoting the development of their communities. Taking into consideration that most of them have low levels of education, the respondents said that the councillors have low exposure in the general world knowledge including their roles and responsibilities, a condition that lowers their competence in performing their duties. The conditions for one to be allowed to contest for a councillor’s position in Tanzania do not require a certain level of formal education but require the ability of the candidate to read and write and some other qualifications such as the age of 21 years (URT, 1982:17; Policy Forum, 2014:3). The ability to read and write does not automatically match with a certain competence in any of the professional areas such as environment, policy, leadership or others. With this condition, people who do not possess any formal education qualification can qualify to be elected as councillors to represent their wards. The implication is the possibility of having councillors who have limited exposure to knowledge in different aspects.

Civic knowledge was one of the important areas of general knowledge identified by the respondents, which is needed by the councillors. Lack of regular civic education programmes has caused many citizens to be unaware of their rights and obligations in holding their leaders accountable. The respondents expressed their interest for civic awareness and how to promote its dissemination among the citizens hoping that by doing so, various aspects of the environmental policy initiatives would face less resistance from the communities. The respondents further insisted that for the councillors to be effective in their oversight functions in the implementation
of any policy, they need to be aware of their citizens in terms of different aspects including what they expect the councillors to do for them and how to hold them (the councillors) accountable.

According to the respondents, the councillors need a wide exposure in a variety of aspects including the opportunities available for them to access information about different changes taking place in the country and beyond and their implication to the wellbeing of their communities so that they can consider them in their local development planning processes. The implication is that the councillors need a basic knowledge of development planning because they are responsible for the approval of the Municipal Council’s development plans. They also need awareness on how to identify themselves as councillors and the associated ethical behaviour in the general community life – that is, knowledge about living exemplary life as leaders, and a general understanding of politics and administration. The respondents said that, although councillors are referred to as politicians, most of them do not know the general boundaries between politics and administration. They were of the opinion that general knowledge about political and administrative roles in local governance would be a necessary tool for the councillors in fulfilling their oversight policy implementation obligations. They emphasised the need for understanding political leadership and representation in the local government context from the district headquarters to the lower levels of the local government particularly wards whose leaders work closely with the councillors.

The limited understanding of their roles has had a negative impact on the accessibility of official information to councillors in different parts of the country. SNV (2011:35) contends that this lack of understanding among the councillors has caused their formal responsibility to sound meaningless. As a summary, the following are the areas of concern needed by the councillors in terms of promoting their general knowledge:

a) understanding the roles and responsibilities of councillors;
b) accountability of councillors to citizens;
c) councillors’ ethics; and
d) the separation between politics and administration in the local government context.

4.7.2.1.2 Knowledge of policy and legislation

In terms of policy and legislation, the needed areas of concern identified by the respondents focus on the general understanding of the concept of policy process (in terms of policy formulation, implementation and evaluation), the concept of legislation in the local government
context (particularly how the by-laws are linked to the national laws) and understanding the link between policy and legislation. Showing the need for knowledge about policy and legislation, one respondent said:

“Currently, ordinary citizens and even councillors complain about the decision of MMC to outsource the waste collection function because of lack of understanding on the policy arrangement which encourages the joint implementation of policies between the Government and the Private Sector. The flow of policy implementation from the Municipal Council to an ordinary citizen should be well understood by the councillors so that they raise the awareness of their people” (CI12, 2016).

According to the respondents, the councillors need a broad knowledge of the policy and legislation in the perspective of local – central government legal environment to avoid unnecessary conflicts in the implementation of environmental policy objectives. Expressing a critical need for policy knowledge, one respondent said:

“the problem here is that people understand national policies in paper form. So once the national policies are not translated into local policy in paper form, they don’t bother to study them. They believe it is the role of the municipal managers to study the policies and provide the guidelines on how to implement them. We also understand them as laws – can’t differentiate policies from laws” (CI14, 2016).

The respondents were of the view that developing knowledge about policy and legislation among them would help in the smooth implementation of the NEP, 1997. Since the obligation to oversee the legislation making process in the local government is entrusted to the councillors, developing awareness of the councillors in terms of their oversight functions is an unavoidable need. As a summary, the following are the areas of concern identified by the respondents for developing the councillors’ knowledge in policy and legislation:

a) understanding the concept of policy and policy process;
b) understanding the legislation enactment and enforcement process within the context of local government;
c) understanding the link between policy and legislation in the context of local government; and
d) the nexus between local government and central government in policy implementation processes.
4.7.2.1.3 Environmental awareness

The respondents pointed out that they need environmental awareness, just like the municipal managers do because the tasks of the managers in the implementation of the NEP, 1997 at community level would not succeed without the councillors taking part. The respondents said that currently, most of them do not have good level of knowledge in environment because they lack attendance to formal environmental education programmes such as short courses. They said they need broad understanding about the concept of environment and the advantages of conserving it, insisting that most councillors hear about many concepts and processes about environmental but their knowledge is limited. Since they have an idea about environment and are interested to know more about it, the councillors take it as an opportunity to increase their knowledge in environmental policy implementation. One respondent emphasised that:

“Environmental education is highly needed by the councillors and LLLAs particularly the chairpersons and executive officers of mitaa. A councillor cannot succeed to promote environmental policy implementation within his or her ward if the chairpersons and executive officers of the lower levels in the local government hierarchy are incompetent” (CI10, 2016).

Elaborating on the role of a councillor as a leader, Policy Forum (2014:6) emphasises that a councillor has a policy advocacy role to motivate communities to participate actively in conserving the environment and the associated natural resources. Insufficient involvement of communities in environmental management and conservation is one of the challenges which constrained the achievement of the MDG number 7 (UNDG, 2001:16). In summary, the following are areas of concern needed by the councillors of MMC with respect to environmental knowledge:

a) general knowledge about environment and development;
b) understanding of environmental problems and how to identify them in local communities;
c) environmental management; and
d) environmental policy and legislation.

UNDG (2001:16) observes a certain level of environmental awareness at community level in Tanzania, which provides supportive environment for environmental policy implementation. This awareness predicts success for environmental knowledge dissemination to communities through the councillors of MMC as emphasised by the respondents of this study.
4.7.2.2 Needed competencies in terms of skills

The responses of the respondents of this study show that the councillors of MMC need a variety of skills for successful implementation of the NEP, 1997. The skills range from the general leadership skills to specific skills for monitoring of policy implementation in the environmental area. According to the respondents, the following is a list of oversight skills needed by the councillors of MMC:

a) political leadership skills;
b) interpersonal skills;
c) community motivating skills;
d) lobbying skills; and
e) policy monitoring skills

As far as political leadership skills are concerned, the respondents expressed their concern on inadequate skills in handling political issues pointing out that some rare misunderstandings between their LGA and the central government’s offices could be easily handled if the councillors possessed political leadership skills. The respondents also revealed that most of the conflicts between the municipal managers and some councillors (though rare) and between the councillors and some citizens particularly with regard to environmental policy implementation could be minimised if the councillors possessed the political leadership skills. They argued that possessing skills in building rapport with the citizens and the municipal managers, handling conflicts among community members, listening to people about their challenges, and leading in a multi-policy environment would help them in promoting the implementation of the NEP, 1997 and other policies. While the councillors are supposed to possess several political leadership skills in order to promote the implementation of the NEP, 1997 and other policies without bias to political affiliation of the community members, they are additionally required to promote the acceptance of the policies of their political parties. In connection with the double inclination (community and political party) of the councillors, one respondent said that:

“councillors are basically politicians; they are elected by the people after being nominated by their political parties. While they are supposed to implement the environmental and other development policies, they also are supposed to promote the policies of their political parties for the sustainability of their glittering image. We should remember that the councillors are there temporarily – they are looking forward to being nominated again for the next term of five years” (CI13, 2016).
The councillors would not succeed in the oversight functions of the implementation of the NEP, 1997 only by possessing the political leadership skills discussed above. Since different skills work together in an integrative manner, the councillors definitely need several skills to fulfil their oversight obligations. Thus, interpersonal skills were another need of skills for the councillors of MMC identified by the respondents of this study. They emphasised that the councillors need skills to strengthen the relationships between themselves and the municipal managers and with the citizens, thus facilitating their oversight duties of policy implementation. They insisted that the interpersonal relationships would be possible if the councillors possessed good interpersonal skills. The respondents contended that, the development of high level of interpersonal skills among the councillor would contribute in the smooth implementation of the NEP, 1997 without vested interests of individual councillors or municipal managers. The respondents pointed out that because of differing interests, councillors come into frequent conflicts with the managers. Thus, the development of interpersonal skills would work hand in hand with the political leadership skills in enhancing a cohesive Municipality in terms of the implementation of the NEP, 1997 and the accompanied legislations.

Regarding the community motivating skills, the respondents were of the view that the councillors need skills to activate the citizens in adopting the initiatives regularly introduced my MMC to conserve the environment such as the introduction of waste collection fees under the outsourcing agreement. Since the introduction of the fees by the Municipal Council was not perceived well by the community members in many parts of the Municipality, the councillors have the obligation to motivate and encourage their electorates in their areas of jurisdiction so that the initiative is harmoniously implemented. To fulfil this obligation and other environmental policy directives, the councillors need to possess skills for motivating the community members. People can be motivated due to several factors including the rewards and recognition. While financial and other material awards are important in promoting people’s motivation, recognition is equally influential in promoting one’s motivation for fulfilment of their obligations (GoMentor, 2014). According to the respondents of this study, motivation skills among the councillors would simplify the environmental law enforcement efforts of the Municipality through reducing community resistance and promoting positive attitude instead. Reinforcing the need for motivational skills for councillors, one respondent said:

“We know that councillors have no official law enforcing mandate like the Police but through their oversight roles, they are obliged to ensure that the national and local legislations are observed by their people. This is a challenge to them. For example,
they are aware of the legal ban on urban pollution through solid waste littering and conducting livelihood activities alongside water supply sources but they have no skills to encourage the community members to abide by the legal requirements and adopt a new culture of taking care of their environment - they themselves are part of the community” (CI8, 2016).

Although Section 6 of the MMC (Environmental Protection, Regulations of Planting and Maintaining Trees and Protection of Vegetation) By-laws prohibits the pollution of any water supply source such as river, stream, water course, spring and well, this study witnessed vegetable farming, washing of motor cycles and vehicles popularly referred to as car wash businesses, brick making and houses built alongside the Morogoro River. The car wash business is also prohibited by the MMC Solid Waste Management By-laws, 2010 in Section 5(b) (MMC, 2010:4). Although Tanzania’s Land Act (4 of 1999) is not within the scope of this study, it is important to mention that Section 7 (1)(d) of the Act recognises land within sixty metres of a river bank, shoreline of an inland lake, beach or coast as hazardous land whose development would likely pose a danger to life or lead to environmental degradation (URT, 1999b:52). Both the Land Act (4 of 1999) and the EMA (20 of 2004), which facilitates the implementation of the NEP, 1997 are enforced by the Department of Urban Planning, Lands, Natural Resources and Environment at MMC. According to the respondents, the councillors have failed either to sensitise the citizens successfully or to hold the municipal managers accountable for failure of enforcing the law, through oversight meetings of the Full Council.

With respect to lobbying skills, the respondents were of the view that although they are supposed to ensure the NEP, 1997 and other development policies are implemented in their community areas, the distribution of the public services is not balanced among different wards. They informed that each councillor is to defend the needs of their communities in the Full Council of MMC in order to have them met. In the course of defending the needs of their communities, the councillors need lobbying skills in order to convince the members of the Full Council about the genuineness of the policy implementation expenditure proposed for their wards. Moreover, the councillors argued that lobbying skills would help the councillors when deliberating on the introduction of certain by-laws by influencing the decisions of the Full Council to benefit their communities. In connection with this view, the respondents emphasised that councillors should be good lobbyists. According to AIPP (2013:4-5), lobbying skills can influence the actions of the relevant authorities in order to cause favourable decisions in support of a policy action for the interests of an intended group of people such as a community.
Regarding policy monitoring skills, the respondents of this study argued that since the councillors are responsible for the oversight roles, they are supposed to oversee all the policy implementation activities implemented by the municipal managers in their areas of representation. To oversee the environmental policy implementation activities needs monitoring skills, which would help the councillors keep relevant records and make the necessary follow-ups to record the progress made within a specified period of time depending on the nature of activity. Monitoring is a technical practice which needs skills based on technical knowledge earned either through formal education or practical experience. Policy monitoring is a continuous process by which stakeholders follow and assess the policy process and outcome to ensure that the intended policy is developed, approved, implemented and the associated legislation endorsed accordingly (Health Policy Project, 2014:1). As important stakeholders of the NEP, 1997, the councillors are expected to possess skills for monitoring the policy implementation process. Emphasising the need for policy monitoring skills for councillors, one respondent of this study said:

“Since councillors approve the performance reports of the officials of MMC, monitoring competency is particularly necessary. Actually, monitoring skills are a necessity for every councillor, though not specified by law. Now that the statutory requirements for one to qualify for councillorship do not include monitoring, MMC and other LGAs should consider developing monitoring skills among their councillors for successful implementation of the NEP, 1997 and other policies” (CI10, 2016).

4.7.2.3 Needed competencies in terms of behaviour

The responses from the respondents of this study indicate that the councillors of MMC need a variety of behavioural competencies for successful implementation of the NEP, 1997. The respondents were requested to identify the behaviours needed by the councillors in order to perform their oversight functions successfully in the implementation of the NEP, 1997. The responses of the responses were categorised into the following behavioural competencies:

a) ethics and integrity;

b) following through; and

c) sharing behaviour.
With respect to ethics and integrity, the respondents contended that councillors need to portray ethical behaviour to both the community and to the local government managers whose environmental policy implementation and other performance reports are approved by them. The respondents emphasised that the councillors must become exemplary by developing the habit of commitment to their oversight and community representation responsibilities. They emphasised the need for the councillors to allow for the disciplinary procedures prescribed by the Municipal Council to be followed transparently without interfering with their enforcement and without giving room for any possibilities of, and complaints about corruption. The respondents were interested to see systematic adoption and implementation of the NEP, 1997 in their local areas. Expressing the dissatisfaction with the prevailing ethical behaviour portrayed by some councillors and the need for a new ethical and integral behaviour, one respondent said:

“It is sad to note that some councillors tend to collude with mitaa chairpersons for personal reasons to defend the offenders of the by-laws who carry out their income generating activities like car wash, brick making and gardening along water sources such as rivers, while they know it is legally forbidden” (CI8, 2016).

Referring to the Mindu Dam, which is used as the major source of domestic water supply in the Morogoro Municipality, another respondent said that:

“Can you imagine? The area is now used for recreation purposes as a beach without any official approval. There are no toilets, specially designed to avoid the pollution of the water, but we, councillors are quiet about this, as if we and community members are not affected” (CI15, 2016).

The Dam provides water supply services to 70% of the area under MMC’s jurisdiction, covering the whole town centre and some peripheral areas such as Mazimbu, part of Kingolwira, part of Kilakala, Kichangani, Kiwanja cha Ndege and Mafiga (MORUWASA, 2014:1). The respondents of this study associated the invasion of the Dam by business activities with unethical behaviours of the councillors who failed to ensure the enforcement by the municipal managers and the observance by the community members of the environmental by-laws in order to avoid pollution to the domestic water source. According to the prevailing by-laws, livelihood activities are not allowed in the area surrounding the Mindu Dam for fear of water pollution. Sections 6 (1) - 6 (5) and 7 (1) – (2) of the MMC (Environmental Protection, Regulation of Planting and Maintaining Trees and Protection of Vegetation) By-laws, 1999 forbid the pollution of water bodies within the area under the jurisdiction of the MMC.
In a visit to the dam area a multitude of individuals and families visiting the dam area to mark their weekend outings, with trading activities such as catering and drink sales going on were observed. Although the government provided visible signs indicating that the buildings should not be used, the recreation activities were going on as usual. Many parked cars were observed while their owners were busy with recreation activities at the unauthorised Mindu Dam beach. Interviews with the municipal managers revealed that they were aware of the problem and that they were in the process of solving the problem. All in all, the act of business people running their activities in the prohibited area for a period of time long enough to allow for the construction of buildings and other structures suggests inadequacies in integrity for both the councillors of the MMC and the municipal managers in enforcing environmental by-laws. The prevailing situation at the Mindu Dam questions the commitment to the principles of responsible leadership and the enforcement of the environmental by-laws, which promote the implementation of the NEP, 1997.

Writing on ethics as the heart of leadership, Ciulla (2006:17) encourages public leaders to be ethical and recognise that the effect of their leadership ethics flows beyond their organisations to the communities, arguing that “when a leader errs, many people suffer”. The author’s argument matches with the situation in Morogoro where the majority of water users may suffer health risks caused by the pollution of the water source, which could have been prevented by responsible and competent leaders.

The behaviour of following through was emphasised by the respondents of this study as one of the behavioural competencies needed by the councillors of MMC. The behaviour of following through was emphasised by the respondents to be very important to the councillors as it is to any leader – whether dealing with managerial or oversight functions. According to the respondents, councillors need the behaviour of following up the implementation of all the environment related decisions reached both in the Full Council meetings of the Municipal Council and in their public meetings with their community members. The respondents expressed their desire to see that all councillors make the necessary follow-ups on environmental related challenges and decisions as part of their leadership behaviour without feeling pressed by the communities. The following through behaviour of the councillors would work in support of the monitoring skills in policy implementation discussed in Section 4.7.2.2 above.

The following through behaviour is also emphasised by MRG (1998:17-18), arguing that the behavioural competency promotes effective performance of leaders when regular feedback is
provided regarding the plan or activity being implemented. The implication is that the councillors are expected to develop the behaviour of giving feedback both to the municipal managers on their performance reports and to the communities on the issues being followed up.

With respect to the sharing behaviour, the respondents emphasised the councillors to develop the tendency of involving the community members in their leadership. The respondents admitted to benefit from participatory leadership when they involved the communities in fulfilling their councillor’s obligations. The respondents admitted not to be competent in participatory techniques, hence their failure to make the behaviour of sharing their plans with the communities a habitual practice. Listening and respect to the community members, generally referred to by the councillors as their electorates were pointed out as important attributes needed by the councillors of MMC in the implementation of the environmental and other policies. The respondents were of the view that the behaviour of listening and respect would give the community members room to express their views confidently to their councillor, who would consequently get their support in identifying and dealing with some of the cultural challenges in environmental policy implementation. The fact that communities of Morogoro comprise members from different cultural and ethnic backgrounds, who are likely to have diverse customs and traditions, may mean that some of these are against different environmental conservation practices. The councillors would be able to get the individual insights of these multicultural communities by respecting the members and listening to their concerns. Insisting on the behaviour of careful and analytical listening, one respondent said:

“I believe some of our electorates are good in environmental and policy matters; so, if we, councillors listen to them, we will implement the environmental policy more successfully and with less resistance. The challenge I see is that we lack the habit of listening, analysing what we hear and taking on-board what is relevant; instead, we (some of us) hear everything and try to present everything in our decision-making meetings without proper analysis. This makes us forget some of the important aspects and present some of the irrelevant things” (CI4, 2016).

On the essence of participatory leadership and following through behaviour (discussed earlier in this section), one respondent narrated the following experience of success:

“I can give my own experience following through. When I was elected as a councillor, I started to build rapport with my communities through public meetings. After I succeeded to be in unity with my people, we set some environmental and
other priorities including identifying open land spaces. Since the decisions on priorities gave me the starting point, I started to make follow ups to the Municipal Council’s offices in order to identify open land spaces which were in danger of being encroached and/or sold maliciously by some corrupt officials of the Council. Consequently, I succeeded to identify 16 open spaces, which were legally not supposed to be privately owned by individual citizens. In a participatory manner, we as community members marked the borders of all the 16 plots by planting trees around every one of them. I want to emphasise that in order to succeed in combating environmental problems, the councillors should work together with the communities as one and make the necessary follow-ups” (CI9, 2016).

The respondents emphasised the need for collective efforts between the councillors, the community members and the municipal managers in the implementation of the NEP, 1997, highlighting that participatory leadership behaviour is the tool for collective achievements. While the councillors need to develop the behaviour of involving the communities in developing their plans, they are also supposed to establish good rapport with the municipal managers, who are also supposed to involve the community members in developing their environmental development plans and in enforcing the environmental by-laws. The whole idea of the respondents can be summarised in Figure 4.1 below.

![Figure 4.1](image_url)

**Figure 4.1** The common interest towards effective environmental policy implementation as suggested by the respondents

Source: Author’s perspective based on the respondents’ views.
From the figure, the circle of the interest in effective environmental policy implementation touches all the three sides of the triangle indicating the respondents’ idea that there should exist a sharing behaviour and agreement between each pair of the policy implementing role-players. The integration of the contribution of the three role-players (municipal managers - councillors, municipal managers - community members and councillors - community members) would result in a common interest towards the environmental policy implementation. Where any of the role-players does not have a sharing behaviour, the common interest would be weakened.

It is encouraging to learn from the responses discussed above that the councillors are aware of their competency inadequacies in terms of knowledge, skills and behaviour. Their views demonstrate their desire to develop their oversight competencies in environmental policy implementation within the MMC’s area of jurisdiction, hence raising capacity building needs. The next section discusses the capacity building programmes conducted for both the municipal managers and the councillors and the associated competency needs.

### 4.8 CAPACITY BUILDING PROGRAMMES CONDUCTED BY MMC

As discussed in Chapters 1, 2 and 3 of this thesis, training is an important tool for the development of staff competencies (URT, 1994:4; URT, 2002a:5-6; Gelletlie, 2008:19; Swanson & Holton III, 2009:9). Thus, this study sought to obtain information about training programmes which are aimed at building the capacity of the municipal managers and councillors of the MMC in the implementation of the NEP, 1997. Information about the capacity building programmes which were conducted from 2010 to 2015 for the managers and the councillors was obtained from the relevant offices at MMC Headquarters. The capacity building programmes are discussed in the following subsections.

#### 4.8.1 Capacity building programmes for managers

Table 4.3 provides information about the capacity building programmes conducted for the municipal managers from the year 2010 to 2015. It was pointed out that some of the programmes were attended by both the departmental managers and other officials within the departments.
Table 4.3 Capacity building programmes conducted for the managers responsible for the implementation of the NEP, 1997 from 2010 to 2015

<table>
<thead>
<tr>
<th>Programme theme</th>
<th>Frequency</th>
<th>Number of participants from the Municipality*</th>
</tr>
</thead>
<tbody>
<tr>
<td>Environment and grievances**</td>
<td>1</td>
<td>10</td>
</tr>
<tr>
<td>Global Positioning System**</td>
<td>1</td>
<td>5</td>
</tr>
<tr>
<td>Environmental Impact Assessment**</td>
<td>3</td>
<td>2</td>
</tr>
<tr>
<td>Environmental and Social Impact Assessment**</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>Procurement procedures</td>
<td>3</td>
<td>2</td>
</tr>
<tr>
<td>Government budgeting and resource management</td>
<td>3</td>
<td>2</td>
</tr>
</tbody>
</table>

* The participants from different sections of the departments responsible for environmental policy implementation irrespective their participating in this study as respondents.

** These training programmes were conducted as part of a funded programme (the Environmental Safeguard), which was composed of four teams, namely the Environmental and Social Management, Resettlement Action Plan, Grievances and Global Positioning System.

Source: Compiled from the data provided by MMC during the field study, 2015.

The above table shows that capacity building programmes were conducted in six different areas during the period of five years. The areas are environment and grievances, global positioning system, environmental impact assessment, environmental and social impact assessment, procurement procedures and government budgeting and resource management. Of the six areas, four were conducted under a funded programme implying that the MMC was not the main responsible organisation for incurring all the costs. The cost of the remaining two areas namely procurement procedures and government budgeting and resource management was fully covered by the MMC three times for the period of five years. In these programmes, the table shows that two managers attended indicating the attendance of the managers of the departments responsible for the implementation of the NEP, 1997, although the programmes were attended by all the managers of the Municipal Council. Figures for other departments were not included in the table because they are not related with the environmental policy. The respondents pointed out that the Municipal Council conducted few capacity building programmes because of shortage of fund.

The above information shows that the rate of conducting capacity building by the MMC during
the period of five years was less that once per year. This study deduces that despite the small number of capacity building programmes, none of them was about competence development for environmental policy implementation, nor was there any one about general policy implementation although two focused on specific management development training. The respondents admitted that although policy implementation was not considered in designing the capacity building programmes, developing the capacity of the managers in policy implementation is highly needed. One respondent said:

“MMC has a critical need of capacity building in the policy process from formulation, implementation and evaluation not as a topic in a training programme but as an independently organised training programme” (MI2, 2016).

In the same view, another respondent said:

“we, managers need to internalise the theoretical understanding of the policy process into the practical reality including translation of the national policy objectives into the local government’s contexts. This area requires regular hands-on training programmes in order to equip most of the managers with the contextualisation skills and experience” (MI3, 2016).

In a study about public servant training conducted at the MMC, Liduke (2015:53) reports that the MMC fails to conduct capacity building programmes for its human resources as planned because of the shortage of funds, similar to the views of the respondents of this study.

### 4.8.2 Capacity building programmes for councillors

Table 4.4 below presents information about programmes, which were conducted from 2010 to 2015 to build the capacity of all the councillors of MMC.
Table 4.4  Capacity building programmes conducted for the councillors of MMC from 2010 to 2015

<table>
<thead>
<tr>
<th>Programme theme</th>
<th>Frequency</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Orientation programme</td>
<td>1</td>
<td>For all councillors</td>
</tr>
<tr>
<td>Outreach visit to Mbeya City</td>
<td>1</td>
<td>To appreciate good lessons in environmental and general oversight aspects.</td>
</tr>
<tr>
<td>Roles and responsibilities of the councillor</td>
<td>3</td>
<td>For all councillors.</td>
</tr>
<tr>
<td>Awareness creation on environmental policies and legislations</td>
<td>1</td>
<td>For members of the Committee responsible for environmental matters.</td>
</tr>
</tbody>
</table>

Source: Compiled from the data provided by MMC during the field study, 2015.

The above table indicates that, with exception of the programme on roles and responsibilities of councillors, which was conducted three times, all programmes were conducted once within a period of five years. The respondents from among the councillors argued that they had fewer capacity building programmes than what they had expected, emphasising that the absence of training and other capacity building programmes has been a major cause of their incompetence in their oversight functions. The reason given for the few capacity building programmes was a shortage of funds. The respondents argued that whenever they wanted capacity building opportunities their needs were hindered by the Municipal Council’s financial constraints. They said because the Municipal Council depends on Government subsidy, the technical areas receive priority while training and other capacity building obligations such as outreach visits are given less priority. Regarding the councillors training programmes, the respondents from among the LGTI trainers contended that most LGAs prefer to conduct training in three main areas, namely the structure of local government, code of conduct and the roles and responsibilities of councillors. Although the training on the roles and responsibilities was the most frequently conducted of all, the respondents said that they are still incompetent in the oversight functions of environmental policy implementation and in general obligations as representatives of the people, arguing that they need more capacity building programmes.

Regarding the other programmes, the respondents appreciated the opportunity to participate in the outreach visit to Mbeya City, but complained that they could not borrow much for implementation back in their areas because the visit was for a short period of four days only and
was conducted once. With respect to the awareness creation on environmental policy and legislation, which was conducted for the members of the Standing Committee for Economic Affairs, Works and Environment, the areas covered include aspects of environmental pollution from the household to town level and *vice versa*. When asked about the outcome of the awareness creation, the respondents said that they passed a resolution that locally organised groups or companies should be outsourced as agents of the MMC to offer solid waste collection services in every ward on a fee. In this strategy, each household is supposed to pay a fixed fee of TAS 6,000 (USD 3.00 equivalent) per month for the groups to collect solid wastes from an identified collection point four times per month. Another outcome was the amendment of the by-laws by introducing a penalty of TAS 50,000 (USD 25.00 equivalent) for any person found guilty of polluting the environment through littering with solid waste in the urban areas. While Sections 4(2) and 17(1) of the MMC Solid Waste Management By-laws, 2010 empower the Municipal Council or its agents to provide solid waste collection services at a specified amount, Section 29 dictates the penalty of TAS 50,000 for any defaulter of the By-laws as contended by the respondents. In connection with this awareness creation, the Municipal Council established waste collection points with fixed waste bins in different parts.

Apart from the resolutions reached, the councillors identified an unintended outcome that the members learned from each other on environmental concerns. One respondent said:

“We were concerned about keeping the environment clean, tree planting, prohibiting the destruction of the rivers, and taking care of water sources by planting *mikuyu*[^3] trees. I benefited a lot because some committee members were competent conserving the environment, while I was not – so I learned from them during our day to day activities of the Council” (CI15, 2016).

From the above capacity building programmes conducted, this study deduces that the aspect of competence development in the implementation of the NEP, 1997 was given little attention similar to the views provided by the respondents from among the municipal managers in Section 4.8.1 above.

[^3]: *Mikuyu* is a Swahili’s plural form for a sycamore fig tree, scientifically known as *Ficus sycomorus*. The singular form is *mkuyu* (Hines & Eckman, 1993:68).
4.9 CHALLENGES FACED BY THE MOROGORO MUNICIPAL COUNCIL IN THE DEVELOPMENT OF COMPETENCIES

The respondents of this study were asked to identify the challenges faced by the MMC in the development of competencies for both the managers and the councillors for the implementation of the NEP, 1997. According to the respondents, the challenges are diverse and contribute in different ways in hindering competence development for managers and councillors. The responses were collated into categories according to the similarities and differences in terms of content. The following categories of challenges were identified by the respondents:

a) Lack of impact assessment related to training programmes: The respondents were of the view that lack of a process to assess the impact of training programmes would be one of the important challenges constraining MMC’s competence development for both the managers and the councillors. According to the respondents, impact assessment is not usually conducted after training programmes. This lack of an impact assessment process makes it difficult for the Municipal Council to know the competencies achieved by the managers and councillors and this according to the respondents leads to the habit of planning of training programmes without considering effects of the previous programmes. An impact assessment would aim to assess the sustainability of the training outcome resulted from various capacity building programmes. One respondent said that “this outcome assessment would expose the application of the knowledge and skills attained and the behavioural change for both officials and councillors” (TI2, 2016). The lack of impact assessment process has led to inadequate manifestation of the impact of training to both the managers and councillors with respect to managerial and oversight knowledge, skills and behaviour. The presence of the impact assessment process would give room for some areas of competencies such as policy knowledge and implementation skills which are not given much emphasis in the training programmes. This study deduces from the respondents’ views that a framework to guide the MMC on how to identify and develop the competencies of the managers and the councillors is a necessary need.

b) Political conflicts: The respondents of this study contended that frequent conflicts between the councillors and the managers tend to hinder joint efforts to develop the competencies of both the councillors and the managers responsible for environmental policy implementation. The respondents from both the councillors’ and the managers’ categories admitted to experience unnecessary conflicts which hinder competence development with each group blaming the other as the cause. The respondents from the managers’ category complained
about what they termed political interference by the councillors, claiming that the councillors
tend to prevent them from enforcing the implementation of the environmental legislations
against the defaulters on reason that they should not disturb their (councillors’) electorates.
The respondents contended that the citizens who are protected by the councillors tend not to
obey the law and these include people who conduct their income generating activities along
water sources (as pointed out in Section 4.7.2.2 above), those who build houses in prohibited
lowland areas and those who build houses on the prohibited areas of the Uluguru Mountains.
In addition to the councillors, the blames were also directed at the Central Government
particularly the Regional Commissioner’s Office for not using their authoritative forces to
prevent the construction activities on the highlands for reasons not known to the managers.
From their side, the councillors complained about not getting cooperation from the managers
especially when instituting penalties against the law defaulters claiming that the managers do
not want to educate and warn the environmental law defaulters before penalising them. From
the views of the respondents of the two categories, this study deduces weak cooperation
between the councillors and the managers, which does not provide the possibility of having a
common interest in implementing the NEP, 1997. Without cooperation, it is difficult for the
councillors and the managers to be competent in the implementation of the Policy.

c) **Material expectation of the councillors:** the respondents of this study mentioned material
expectation for some councillors as one of the challenges hindering the development of the
oversight competencies of the councillors in Morogoro. The respondents were of the view
that some councillors tend to expect material benefit both from their positions as leaders and
from training opportunities organised for them by the MMC even though they would be
gaining knowledge, skills and exposure benefits influencing the performance of the
Municipal Council in policy implementation. The alleged material attitude drives some
councillors to demand bribes from the citizens, when the latter need their services and works
as a hindrance in the learning of the councillors whenever there is a non-pay opportunity for
training or outreach visit purposes. The allowances usually provided during capacity building
sessions seem to be the central preference for some councillors. This covetous behaviour
reduces the possibility of the councillors to be competent in overseeing the enforcement of
the environmental conservation legislations, which aim to facilitate the implementation of the
NEP, 1997.

d) **Financial constraints:** The respondents contended that financial resource constraints hinder
the development of competencies of both the managers and the councillors in the
implementation of the NEP, 1997 by the MMC. According to the respondents, the financial constraint is aggravated by the discrepancy between the budgeting figures and cash flow from the Ministry of Finance (the Treasury). Since the MMC is a public organisation, it depends on the government subvention from the Treasury. The respondents pointed out that the budget estimates approved annually do not necessarily match with the funds received during the corresponding periods. This discrepancy, according to the respondents from among the managers, tends to cause some planned activities not to be implemented as expected. Although they concurred with the idea of financial constraint, the respondents from the councillors’ category were of the view that the MMC places a low emphasis on HRD strategies. The councillor respondents argued that when the Municipal Council faces financial constraints, the training activity becomes the target either to be postponed to the following financial year or to be dropped as an unnecessary expenditure. Similarly, the respondents from the LGTI argued that most LGAs in Tanzania do not place sufficient emphasis on the training of their managers and councillors. The LGTI’s respondents said that, although HRD strategies are coordinated nationally, the LGAs are supposed to budget for and incur the costs of training and other capacity building programmes such as orientation and outreach visits. One respondents added that “Very few councils afford to invite trainers from the LGTI after the withdrawal of the donor funded Local Government Capital Development Grant (LGDG)” (TI1, 2016). According to the Embassy of Finland to Tanzania (2015), donor funding to the LGDG ended in 2013 after a mid-term evaluation showed a range of inadequacies regarding implementation despite increased funds to LGAs for the provision of basic services. All in all, from above findings, this study deduces that the shortage of financial resources constrains competence development through the prioritisation towards meeting some planned targets other than those related with competence development in the implementation of the NEP, 1997 on the part of Municipal managers and councillors.

From the above discussion, this study deduces that with exception of the financial constraint, the challenges faced by MMC in competence development can be dealt with through building the capacity of both the municipal managers and the councillors. Such challenges as political conflicts and material expectations are linked with attitude and behaviour, and once the municipal managers and the councillors are assisted to improve their attitude towards serving the public in connection with other aspects of competencies (as proposed in Chapter 5 of this study), the severity of challenge will likely be decreased. The following section presents the conclusion of this chapter.
4.10 CONCLUSION

This chapter discussed the competencies possessed and those needed by the managers and councillors of the MMC in the implementation of the NEP, 1997. The discussion addressed the third research objective that aimed to analyse and report on the current managerial competencies of MMC with respect to the implementation of the NEP, 1997. The discussion has demonstrated that the managers and councillors of MMC possess diverse types of competencies in terms of knowledge, skills and behaviour. The discussion has shown that municipal managers are competent in most of their professional and technical environmental areas more than there are in the policy implementation knowledge and skills. Apart from the competencies possessed, the managers need of a variety of knowledge, skills and behaviour. The chapter also argued that most councillors have low levels of oversight competencies in terms of knowledge and skills in connection with environmental policy implementation. The need for different types of competencies by the managers and the councillors matches with the perceived inadequacies of the conducted capacity building programmes. The development of knowledge and skills in environmental policy implementation and legislation enforcement is an important competency need for both the councillors and the managers responsible for the implementation of the NEP, 1997.

Drawing from the findings of this chapter and those of the previous chapters, the next chapter presents a proposed managerial competency framework for environmental policy implementation applicable to the MMC.
CHAPTER 5

PROPOSED MANAGERIAL COMPETENCY FRAMEWORK FOR ENVIRONMENTAL POLICY IMPLEMENTATION BY MMC

5.1 INTRODUCTION

The previous chapter discussed the managerial and oversight competencies possessed by the municipal managers and councillors of MMC respectively for effective implementation of the NEP, 1997. The chapter further explored the competencies needed by the municipal managers and the councillors of the Municipal Council. The chapter demonstrated the diverse types of competencies possessed and those needed by the managers and councillors. The chapter discovered that Morogoro municipal managers have diverse competencies in professional and technical areas of environment more than in policy implementation area. Competency inadequacies in policy implementation were also needed by the councillors. Moreover, the chapter demonstrated that MMC has no managerial competency framework or instrument, which guides the development of managerial and oversight competencies for environmental policy implementation as part of its HRD plans.

On the basis of the above background, this chapter aims to develop and propose a managerial competency framework for environmental policy implementation by MMC. The aim of the chapter is to answer the fourth research objective, which is to propose a competency framework for MMC with respect to the implementation of the NEP, 1997. In order to achieve the aforementioned objective, this chapter provides a brief overview of competency framework development including the procedures used to come up with the framework, lists of competencies necessary for Morogoro municipal managers in environmental policy implementation and those necessary for the councillors, and presentation of the proposed managerial competency framework for environmental policy implementation by MMC.

5.2 DEVELOPMENT OF COMPETENCY FRAMEWORK

A competency framework is a tool, used in the whole or part of an organisation, which defines the competencies needed and provides the basis for their development as part of HRD strategy (Armstrong, 2006:161; Gelletlie, 2008:19). As pointed out in Section 1.1 of this thesis, the development and effective implementation of managerial competency frameworks by public organisations help to improve the competencies of their managers. The use of competency
frameworks assists organisations to bridge the gap between the managers’ education attained from colleges and the desired performance (Jeffrey & Brunton, 2011:59). Therefore, the development and use of competency frameworks benefits an organisation by improving the individual managers’ performance and achieving a positive image of the organisation (Armstrong, 2006:163).

As argued in Sections 1.2 and 2.4.6 of this thesis, the need for the development of competency frameworks specific to the contexts of individual organisations like the MMC arises from the fact that, the available generic competency models are useful in providing the general guidance but lack the necessary contextual specificity. The idea about context specificity is in line with the views of Spencer and Spencer (1993:8) that competencies are context-sensitive as argued in Section 2.4.1 of this thesis. The lack of specific competency frameworks for policy implementation is among the reasons that constrain many developing countries like Tanzania in meeting their environmental development targets including the SDGs (Murye, 2015:253). Therefore, the development of specific competency frameworks that suit the managers of individual organisations like local municipalities is of importance (Koenigsfed, 2008:26; Asumeng, 2014:4). Managerial competency frameworks for specific organisations will help to contextualise the national competency priorities to organisational realities (Raven, 2001a:255).

Although the development of competency framework may take different approaches, the approaches share some common steps, which make them more similar than different. The similarities include the steps of competency identification and the definition of the competencies into operational specificity (Jeffrey & Brunton, 2011:59). Similarly, Skorková (2016:228) identifies the listing the competencies and providing a clear definition of each competency as important steps in the process of developing a managerial competency framework for public servants. Armstrong (2006:167-169) describes the following steps to follow in developing a competency framework for an organisation or part thereof:

a) **Programme launching:** decisions on the purpose of the framework in a specified human resource area are made, highlighting the benefits of adopting the framework. A programme or project plan is then prepared considering the required resources and their associated costs. This step implies the commitment of the organisation to adopt competency-based management.
b) *Involvement and communication:* the decisions and the objectives are to be communicated to the appropriate managers, and setting up a task force, which should include the line managers due to their key policy formulation and implementation obligations.

c) *Framework design:* the formulated task force is to come up with a list of competencies and values needed by the appropriate managers for effective performance, ensuring that clear definitions are given for each competency. In identifying the competencies, different methods can be used including conducting interviews with experienced managers of the organisation (Jeffrey & Brunton, 2011:64).

d) *Defining the use of the competency framework:* the intended use of the competency framework should be clearly defined covering such applications as recruitment, performance management, learning and development, and reward. According to Fogg (1999:133) and Ennis (2008:5), competency frameworks can be developed for use in specific occupational functions only, similar to this study, which aims to develop a managerial competency framework for environmental policy implementation by MMC.

e) *Testing the framework:* the developed draft framework should be tested by subjecting it to a sample of appropriate managers ensuring that they assess its practical relevance. It can also be adopted by as a pilot framework before it is fully implemented.

f) *Finalising the framework:* the comments emerging from the testing step should be considered in effecting final amendments into the draft framework. Preparing notes for guidance on how to use the framework should also be done in this step.

g) *Communicating the framework:* the final framework document should be widely communicated to all the relevant stakeholders.

h) *Training:* the line managers and the HR personnel should be trained on how to use the framework.

i) *Monitoring and evaluating the framework:* the implementation of the framework should be monitored and evaluated on a regular basis and the necessary amendments effected as required.

The two steps pointed out by Jeffrey and Brunton (2011:59) above correspond to steps (c) and (d) described by Armstrong (2006:168). Moreover, the two steps match with those followed by this study in developing the proposed managerial competency framework for environmental policy implementation by the MMC. The rest of the above steps described by Armstrong (2006:167-169) are important and can be practised by an organisation when it decides to develop its competency framework, but are not discussed here because they are beyond the scope of this study.
As described in Section 4.2 above, in order to identify the competencies necessary for the managers responsible for environmental policy implementation, this study presented findings based on interviews with the municipal managers and councillors from MMC as well as trainers from the LGTI. Since this study adopted the grounded theory design (as per Sections 1.7.2.1 and 4.2 above), the information about the competencies possessed and those needed by the managers and the councillors generated from the interviews was the primary source of the information in the development of the proposed managerial competency framework for environmental policy implementation by the MMC. However, the information was supplemented by the reviews of the theoretical foundation and policy and legislative arrangements in Chapters 2 and 3 of this thesis. The next section presents a list of competencies necessary for environmental policy implementation by the responsible municipal managers.

5.3 COMPETENCIES FOR THE MOROGORO MUNICIPAL MANAGERS FOR EFFECTIVE ENVIRONMENTAL POLICY IMPLEMENTATION

A list of competencies necessary for effective environmental policy implementation by the Morogoro municipal managers is generated from combining the competencies possessed and those still needed by the managers. The information used to generate the list is based on Sections 4.5 and 4.6 of this thesis. Consequently, the following sections present lists of competencies necessary for effective environmental policy implementation by the municipal managers in attributes of knowledge, skills, behaviour and working experience.

5.3.1 Knowledge

The following is a list of knowledge categories necessary for the municipal managers for effective environmental policy implementation:

a) *Environmental knowledge:* this comprises the possession of wide environmental knowledge in different fields including environment and development interaction, environmental management, environmental and social impact assessment, environmental health, natural resource management, and environmental policy and legislation.

b) *Knowledge about related sectors:* this comprises knowledge about sectors related to environment such as forestry, bee-keeping, land management, land valuation, geomatics and urban planning, which are promoted by other sector policies.
c) General knowledge: this category comprises knowledge about management and leadership, the structure, systems and processes of government, information technology, project management, policy implementation, and knowledge about the local environment.

d) Legal knowledge: legal knowledge for the municipal managers enables them to run their offices in accordance with the existing policies and legislations. Since some managers do not have legal education experience through their formal academic training, exposing them to the basic and appropriate legal knowledge would equip them with an understanding of the relevant policies and legislations for effective environmental policy implementation and enforcement of the associated legislations.

5.3.2 Skills

The following is a list of skills necessary for the Morogoro municipal managers for effective environmental policy implementation:

a) Administrative and leadership skills: this category of skills is concerned with hands-on ability to handle the local government office within the prevailing political environment. Emphasis on public service delivery, enforcement of law and adherence to the set procedures for official appointments, recruitment and promotion are among the important functional attributes expected to be vested in all municipal managers for effective environmental policy implementation. Additionally, the managers are expected to be specifically skilled in strategic management, conflict resolution, risk management, supervision, and team building.

b) Policy implementation skills: the skills under policy implementation category comprise abilities in policy formulation, policy coordination, and translating the national policy into local contexts.

c) Communication skills: This category comprises abilities in mastering different techniques and styles of communication across the departments and units of the MMC, and between the departments and the councillors as well as the community members.

d) Professional skills: these comprise analytical skills and skills in the functional areas of environmental planning and management, land surveying, urban planning with environmental concerns, environmental and social impact assessment, environmental auditing and waste management.

e) Financial management skills: this category of skills comprises the ability to participate successfully in the preparation of annual estimates in terms of costs and revenue of the MMC and appropriate spending of public finances and other resources.
f) **Interpersonal skills**: this skills category promotes teamwork and the cooperation between the departments responsible for environmental policy implementation and the rest of the departments within MMC hence promoting smooth working environment.

### 5.3.3 Attitude and behaviour

As discussed in Section 4.6.3 of this thesis, attitude and behaviour are closely linked concepts. According to the conception adopted by this study, the behaviours, which express attitude change among municipal managers towards environmental policy implementation were considered. In the aforementioned view, the following is a list of behaviours necessary for the Morogoro municipal managers for effective environmental policy implementation:

a) **Goal oriented behaviour**: this behaviour ensures collective implementation of the Municipal Council’s plans including those related with environmental policy implementation as guided by OPRAS. The behaviour enables the municipal managers to be strategic in attitude and hence customise the national goals into the Municipal Council’s environmental objectives.

b) **Teamwork behaviour**: this behaviour comprises participatory decision-making and frequent interaction by the managers responsible for environmental policy implementation and enables them to cooperate with other municipal managers, thereby promoting effective environmental policy implementation. This behaviour promotes good inter-personal relationships and cooperation, which are other behavioural competencies that promote a smooth working environment.

c) **Morning Prayer behaviour**: this behaviour signifies the practice of departmental managers to hold brief management meetings in order to share and reflect on selected environmental policy implementation issues. This Morning Prayer helps the managers to keep pace with their objectives and targets, as per performance agreements through OPRAS.

d) **Self-confidence**: The behaviour of self-confidence assists the managers to perform their environmental policy implementation obligations within the prevailing policy and legislative boundaries.

e) **Integrity behaviour**: this behaviour comprises adherence to work ethics and discipline as well as respect for managerial positions and the resources attached to them.

f) **Customer oriented behaviour**: this behaviour enables the municipal managers to consider the interests of both internal and external customers including individual citizens, companies, non-governmental organisations, and government offices in environmental policy implementation decisions.
In addition to the above listed competencies for Morogoro municipal managers, the next section presents a description of working experience, which is another necessary attribute of managerial competency.

5.3.4 Working experience

As discussed in Sections 4.4.2 and 4.5.2 of this thesis, working experience promotes the development of managerial competencies among managers. According to the findings of this study, management experience of not less than three years at a managerial position in the LGAs is sufficient to equip a manager with some basic management skills and general experience. Thus, for the purpose of the managerial competency framework for the environmental policy implementation by the MMC, the same period of three years is proposed by this study as a minimum period for management experience.

Although the working experience suggested by the respondents of this study for the managers responsible for environmental policy implementation focused on any aspect of the environment discipline, the same respondents expressed their desire for the managers to possess knowledge and skills in policy formulation and implementation as well as enforcing compliance with legislation. In line with the above views of the respondents, this study emphasises that during the three or more years of working experience, the manager should be exposed to different policy formulation and implementation functions as one of the competence-based qualifications for the appointment to hold a position of the head of a department responsible for the environmental policy implementation at the MMC.

Having listed the competencies necessary for the municipal managers for effective environmental policy implementation, the next section presents lists of competencies necessary for the councillors’ oversight functions for environmental policy implementation.

5.4 COUNCILLORS’ COMPETENCIES FOR EFFECTIVE OVERSIGHT FUNCTIONS IN ENVIRONMENTAL POLICY IMPLEMENTATION

Since councillors are an integral part of the MMC, their competence in the oversight function with respect to environmental policy implementation is a necessary asset for the success of the municipal managers in their policy implementation efforts. A list of competencies necessary for effective oversight over environmental policy implementation by the councillors of MMC is hence generated from the interview findings about the competencies needed by the councillors. Section 4.7.1 of this thesis shows that, generally the councillors of MMC have low
competencies. In order to improve the competencies of the councillors, Section 4.7.2 discusses the competencies needed by the councillors for effective environmental policy implementation in terms of knowledge, skills and behaviour. Therefore, the information used to generate the list of competencies for the councillors is based on Sections 4.7.2.1, 4.7.2.2 and 4.7.2.3 of this thesis. Consequently, the following sub-sections present lists of competencies necessary for effective oversight functions by the councillors of MMC in environmental policy implementation in attributes of knowledge, skills and behaviour.

5.4.1 Knowledge

The following is a list of knowledge categories necessary for the councillors of MMC for effective oversight functions by the councillors of MMC in environmental policy implementation:

a) General knowledge: this category comprises general knowledge in such areas as the roles and responsibilities of councillors, councillors’ ethics and boundaries of operation, politics and administration in the local government context and the accountability of councillors to citizens.

b) Knowledge about policy and legislation: this category comprises knowledge about public policy and policy process, legislation enactment and enforcement process within the context of local government, and local - central government’s nexus in policy implementation.

c) Environmental awareness: Environmental awareness for councillors is needed in areas of environment and development, specific environmental problems in their local communities, environmental management, and environmental policy and legislation.

5.4.2 Skills

The following is a list of skills necessary for the councillors of MMC for effective oversight functions in environmental policy implementation:

a) Political leadership skills: this category of skills comprises the ability to build rapport with the citizens and the municipal managers, ability to handle political issues originating from both within and outside the MMC, and the ability to balance the community service and political orientation. All the attributes of political leadership skills will promote the ability of the councillors to harmoniously lead the citizens in a multi-policy environment thereby
facilitating their acceptance of the environmental policy requirements, which require joint effort.

b) **Interpersonal skills**: interpersonal skills among the councillors comprise the ability to strengthen good working relationships with the municipal managers and the citizens as well as among themselves. Interpersonal skills complement the political leadership skills of the councillors in exercising the oversight over the environmental policy implementation.

c) **Community motivating skills**: this skills category comprises the ability of the councillors to mobilise, motivate and encourage the citizens in the adoption of the MMC’s environmental initiatives and policy directives.

d) **Lobbying skills**: this skills category comprises the ability of the councillors to convince the members of the Full Council about the environment-related needs of their communities and the associated expenditure. The lobbying skills would help the councillors when discussing with the managers (who are invited members) and other councillors before, during and after the Full Council’s meeting deliberations depending on the type and timing of the need. Through lobbying skills, the councillors can influence appropriate policy actions in support of their communities.

e) **Policy monitoring skills**: This skills category comprises the ability of the councillors to keep relevant records, track the necessary progress made, and report the results and outcome achieved in environmental policy implementation initiatives in their localities within specified periods of time.

### 5.4.3 Attitude and behaviour

The following is a list of behaviours necessary for the councillors of MMC for effective oversight functions in environmental policy implementation:

a) **Ethics and integrity**: this behavioural competency is concerned with the observance of commitment by the councillors in their oversight and community representation responsibilities, resulting in environmental policy implementation without the interference of political or personal interests.

b) **Following through**: this behavioural competency comprises instilling the habit of frequent and timely follow-ups as well as provision of feedback both to the Full Council on
environmental policy implementation status in their localities and to the citizens about the policy decisions of the Full Council.

c) Sharing behaviour: This sharing behaviour is concerned with participatory leadership by which the councillors as chairpersons of their ward development committees have to involve the citizens in planning for their environmental and other achievements. The behaviour involves the habit of listening to and respecting the community members in planning and implementing environmental projects, which aim at environmental policy implementation.

Having listed the competencies necessary for effective oversight functions by the councillors of the MMC for environmental policy implementation, the next section presents a summary of the proposed managerial competency framework for environmental policy implementation by the MMC.

5.5 PRESENTATION OF THE PROPOSED MANAGERIAL COMPETENCY FRAMEWORK

It was argued in Chapter 1 (Section 1.2) of this thesis that “in order to improve the competencies of managers in public organisations, it is imperative to formulate and effectively implement a managerial competency framework that defines the competency profile needed by different managerial levels”. In connection with this background, the important competencies needed by the middle level municipal managers and councillors of the MMC for effective environmental policy implementation were listed and described in Sections 5.3 and 5.4 above. These competencies are now presented in two competency profiles, one for the managers (Tables 5.1) and one for the councillors of the MMC (Table. 5.2).
Table 5.1: Competency profile for middle level Morogoro municipal managers responsible for environmental policy implementation according to the respondents of this study

<table>
<thead>
<tr>
<th>Competency category</th>
<th>Competencies</th>
</tr>
</thead>
<tbody>
<tr>
<td>Knowledge</td>
<td>Environmental knowledge</td>
</tr>
<tr>
<td></td>
<td>Knowledge about related sectors</td>
</tr>
<tr>
<td></td>
<td>General knowledge</td>
</tr>
<tr>
<td></td>
<td>Legal knowledge</td>
</tr>
<tr>
<td>Skills</td>
<td>Administrative and leadership skills</td>
</tr>
<tr>
<td></td>
<td>Policy implementation skills</td>
</tr>
<tr>
<td></td>
<td>Communication skills</td>
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<tr>
<td></td>
<td>Professional skills</td>
</tr>
<tr>
<td></td>
<td>Financial management skills</td>
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<tr>
<td></td>
<td>Interpersonal skills</td>
</tr>
<tr>
<td>Attitude and behaviour</td>
<td>Goal oriented behaviour</td>
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<tr>
<td></td>
<td>Teamwork behaviour</td>
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<tr>
<td></td>
<td>Morning prayer behaviour</td>
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<tr>
<td></td>
<td>Self-confidence</td>
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<tr>
<td></td>
<td>Integrity behaviour</td>
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<tr>
<td></td>
<td>Customer oriented behaviour</td>
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<tr>
<td></td>
<td>Goal oriented behaviour</td>
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<tr>
<td></td>
<td>Teamwork behaviour</td>
</tr>
<tr>
<td>Working experience</td>
<td>Experience in local government management</td>
</tr>
<tr>
<td></td>
<td>Experience in policy process</td>
</tr>
</tbody>
</table>

The managerial competency profile presented in Table 5.1 above shows four competency categories of knowledge, skills, attitude and behaviour, and working experience that are necessary for the municipal managers responsible for environmental policy implementation. Against each competency category, there are specific competencies, which are important for effective environmental policy implementation. Working experience is evident in local government management and policy process competence, the attitude and behaviour category comprises eight specific competencies, the skills category has six competencies and knowledge category, four competencies. It is emphasised here that the separation in the competencies within each category is not a discrete division in terms of practice but is principally for the purpose of conceptual understanding. In practice, the competencies within each category and even across categories work in an integrated manner, as argued by Bitencourt (2004:5). The attributes of the individual competencies of each category are described in Sections 5.3.1 to 5.3.4.
Table 5.2: Competency profile for councillors of MMC for effective oversight functions in environmental policy implementation according to the respondents of this study

<table>
<thead>
<tr>
<th>Competency category</th>
<th>Competencies</th>
</tr>
</thead>
<tbody>
<tr>
<td>Knowledge</td>
<td>General knowledge</td>
</tr>
<tr>
<td></td>
<td>Knowledge about policy and legislation</td>
</tr>
<tr>
<td></td>
<td>Environmental awareness</td>
</tr>
<tr>
<td>Skills</td>
<td>Political leadership skills</td>
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<tr>
<td></td>
<td>Interpersonal skills</td>
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<td></td>
<td>Community motivating skills</td>
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<tr>
<td></td>
<td>Lobbying skills</td>
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<tr>
<td></td>
<td>Policy monitoring skills</td>
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<tr>
<td>Attitude and behaviour</td>
<td>Ethics and integrity</td>
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<tr>
<td></td>
<td>Following through</td>
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<tr>
<td></td>
<td>Sharing behaviour</td>
</tr>
</tbody>
</table>

The competency profile for the councillors of the MMC in environmental policy implementation presented in Table 5.2 shows three competency categories of knowledge, skills, and attitude and behaviour. Similar to the managerial profile, there are specific competencies against each competency category that are important for effective oversight by councillors over environmental policy implementation. While the skills category comprises five competencies, both the knowledge and the attitude and behaviour categories comprise three competencies each. The attributes of the individual competencies of each category are described in Sections 5.4.1 to 5.4.3 of this thesis.

Since the two competency profiles (Tables 5.1 and 5.2) aim at effective environmental policy implementation by the MMC, they provide integral inputs in the development of the managerial competency framework proposed by this study. Consequently, the proposed managerial competency framework for environmental policy implementation by MMC is developed from the contents of the two competency profiles and presented graphically in Figure 5.1 below.
The framework proposes seven categories of competencies - four for the managers responsible for environmental policy implementation and three for the councillors of the MMC. The attributes of each of the competencies are shown in the above figure. For effective environmental policy implementation by the MMC, the framework proposes the relevant managers to possess

<table>
<thead>
<tr>
<th>MANAGERS’ COMPETENCIES</th>
<th>COUNCILLORS’ COMPETENCIES</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Knowledge</strong></td>
<td><strong>Knowledge</strong></td>
</tr>
<tr>
<td>• Environmental knowledge</td>
<td>• General knowledge</td>
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<tr>
<td>• Knowledge about related sectors</td>
<td>• Policy and legislation</td>
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<tr>
<td>• General knowledge</td>
<td>• Environmental awareness</td>
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<td>• Legal knowledge</td>
<td></td>
</tr>
<tr>
<td><strong>Skills</strong></td>
<td><strong>Skills</strong></td>
</tr>
<tr>
<td>• Administrative and leadership skills</td>
<td>• Political leadership</td>
</tr>
<tr>
<td>• Policy implementation skills</td>
<td>• Interpersonal skills</td>
</tr>
<tr>
<td>• Communication skills</td>
<td>• Community motivating skills</td>
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<tr>
<td>• Professional skills</td>
<td>• Lobbying skills</td>
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<tr>
<td>• Financial management skills</td>
<td>• Policy monitoring skills</td>
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<tr>
<td>• Interpersonal skills</td>
<td></td>
</tr>
<tr>
<td><strong>Working experience</strong></td>
<td><strong>Attitude and behaviour</strong></td>
</tr>
<tr>
<td>• Local government management</td>
<td>• Ethics and integrity</td>
</tr>
<tr>
<td>• Policy process</td>
<td>• Following through</td>
</tr>
<tr>
<td><strong>Attitude and behaviour</strong></td>
<td>• Sharing behaviour</td>
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<tr>
<td>• Goal oriented behaviour</td>
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<td>• Teamwork behaviour</td>
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<td>• Morning prayer behaviour</td>
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<td>• Self-confidence</td>
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<td>• Integrity behaviour</td>
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<td>• Customer oriented behaviour</td>
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<td>• Goal oriented behaviour</td>
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<td>• Teamwork behaviour</td>
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</tbody>
</table>

**Figure 5.1 Proposed managerial competency framework for environmental policy implementation by MMC**

Source: Author’s perspective.
specified competencies in every one of the four categories, which are knowledge, skills, attitude and behaviour, and working experience. Moreover, the framework recognises the vital role played by the councillors of the MMC in fulfilling their oversight functions in policy implementation. Since the Morogoro municipal managers implement the environmental policy initiatives within the political and legal contexts which grant the councillors with oversight roles, this study found it important to include the councillors’ competencies in the proposed framework. The framework proposes that the MMC should ensure that the councillors possess the competencies specified in every one of the three competency categories of knowledge, skills, and attitude and behaviour.

Although there are some similarities between the managers and the councillors in terms of the competencies specified in some categories (such as general and environmental knowledge in the knowledge’s category), the emphasis in the development of the competencies for the two parties is different. While the emphasis on the managers’ side is the professional proficiency, that of the councillors is facilitated execution of the oversight functions in environmental policy implementation within the context of their localities, as well as the provision of conducive community environment for the managers to enforce the environmental legislations successfully. Given their position as chairpersons of the development committees of their wards, the councillors cannot be disregarded in managerial competency development for environmental policy implementation by the MMC because they provide the necessary link between the Municipal managers and the communities (Policy Forum, 2014:5; PMO-RALG, 2014b).

This study emphasises that the proposed competency framework is for the current period and situation but not a permanent yardstick for MMC in managerial competency development for environmental policy implementation. Modifications particularly as a result of the dynamics in the needs of the society can be accommodated through addition, omission or modification of some of the competencies in any of the categories or even an addition or omission of some competency categories. Some important considerations for successful implementation of the competency framework are outlined in Section 6.4 of this thesis.

5.6 CONCLUSION

This chapter developed and proposed a managerial competency framework for environmental policy implementation by MMC. The chapter answered the fourth and last research objective that aimed to propose a competency framework for the MMC with respect to the implementation of the NEP, 1997. For the Morogoro municipal managers responsible for environmental policy
implementation and the councillors of the MMC, the chapter outlined lists of knowledge-based competencies, skills-based competencies, attitude and behaviour based competencies, and working experience based competencies necessary for environmental policy implementation. Individual attributes of each listed item were described based on the views of the interview responses from Chapter 4 of this study.

The chapter then developed two separate competency profiles for environmental policy implementation function – one for the municipal managers and another one for the councillors of MMC. While the competency profile for managers identified 20 individual competencies from four competency categories of knowledge, skills, attitude and behaviour, and working experience, the competency profile for councillors identified 11 individual competencies from three competency categories of knowledge, skills, as well as attitude and behaviour. From the two competency profiles, the chapter developed a managerial competency framework for environmental policy implementation and proposed it for adoption by the MMC. The chapter emphasised that successful environmental policy implementation by the MMC would be achieved by developing the competencies of both the managers and the councillors, as two inseparable sides. The proposed framework emphasised the managers to possess the identified professional and behavioural competencies and the councillors to possess competencies in their oversight and representative functions as well as behavioural competencies.

Since this chapter answered the last research objective, the next chapter summarises the study from the first chapter to the last, linking each chapter with the research objectives and research questions investigated and the central theoretical statements made. The chapter also concludes the study and provides recommendations for both the successful implementation of the proposed managerial competency framework and the need for further research.
CHAPTER 6

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

6.1 INTRODUCTION

In Chapter 5, a managerial competency framework for environmental policy implementation was developed and proposed for adoption by the MMC. The proposed competency framework was developed based mainly on the findings of the empirical study discussed in Chapter 4 supplemented by the guidance of the relevant literature review. The framework identified competencies for both the managers responsible for environmental policy implementation and the councillors of the MMC in the categories of knowledge, skills, attitude and behaviour, and working experience. Developing and proposing the managerial competency framework for environmental policy implementation by the MMC was the last objective of this study.

On the basis of the above background, this chapter aims to summarise the study, draw overall conclusions about the study and provide recommendations. In order to achieve the aforementioned aim, this chapter presents a detailed summary, which provides the main aim and arguments of each chapter. The summary also provides a link between each chapter and the relevant research objective, research question and the central theoretical statement. Furthermore, this chapter outlines the conclusions of the study. Lastly, the chapter provides recommendations both for successful implementation of the proposed managerial competency framework for environmental policy implementation by the MMC and for further research.

6.2 SUMMARY OF THE STUDY

With reference to the problem statement in Section 1.3 of this thesis, the main aim of this study was to develop a proposed managerial competency framework for environmental policy implementation by the MMC, pursued by attempting to answer four specific research objectives (see Section 1.4) and research questions (see Section 1.5). To achieve the aforementioned aim of the study, relevant literature was reviewed followed by an empirical study, which involved the Morogoro municipal managers and councillors of MMC as primary sources of information. The research objectives and, thus, the research questions were answered on a chapter basis. Thus, the link between the research objectives, research questions and the chapter references is presented in Table 6.1 that follows.
Table 6.1: Research objectives and questions linked to the chapters

<table>
<thead>
<tr>
<th>Research objective</th>
<th>Research question</th>
<th>Chapter reference</th>
</tr>
</thead>
<tbody>
<tr>
<td>a) To investigate managerial competency-based theories and models relevant to government for the successful implementation of environmental policy in the local context.</td>
<td>a) What are the theoretical foundations relating to the competency of government, with specific emphasis on the implementation of environmental policy in the local context?</td>
<td>Chapter 2</td>
</tr>
<tr>
<td>b) Identify and describe the Tanzanian statutory framework enabling human resource managers to implement environmental management initiatives with special reference to competency development within the local government context.</td>
<td>b) What is the Tanzanian statutory framework that enables HRM, HRD and environmental management in the local government context?</td>
<td>Chapter 3</td>
</tr>
<tr>
<td>c) To analyse and report on the current managerial competencies of MMC with respect to implementation of the NEP, 1997.</td>
<td>c) What are the current managerial competencies of the MMC with respect to the implementation of the NEP, 1997?</td>
<td>Chapter 4</td>
</tr>
<tr>
<td>d) To propose a competency framework for MMC with respect to the implementation of the NEP, 1997.</td>
<td>d) What are the alternative options for the improvement of the competencies of MMC related to the implementation of the NEP, 1997 as proposed by a competency framework?</td>
<td>Chapter 5</td>
</tr>
</tbody>
</table>

Likewise, the link between a summary of the central theoretical statements (Section 1.6) and the relevant chapters of this study is presented in Table 6.2 that follows.
Table 6.2  Central theoretical statements linked to the chapters

<table>
<thead>
<tr>
<th>Central theoretical statement</th>
<th>Chapter reference</th>
</tr>
</thead>
<tbody>
<tr>
<td>a) LGAs in Tanzania are capable government agencies that are mandated to oversee the achievement of environmental objectives in their areas of jurisdiction through establishing operational policies and by-laws that will serve as a guide to educating and mobilising the public (URT, 1997:30-31).</td>
<td>Chapter 1</td>
</tr>
<tr>
<td>b) Managerial competencies are important in terms of promoting the competitive ability of public organisations that aspire to meet the expectations of the public (Wilson, 2005:18; Price, 2007:113; Vazirani, 2010:129; Daft &amp; Marcic, 2014:44). Therefore, as part of the HRD strategy, each LGA in Tanzania, including the MMC, needs a managerial competency framework that specifies competencies for various managerial positions and functions, including the implementation of the NEP, 1997, in their local contexts.</td>
<td>Chapter 2, 3 &amp; 4</td>
</tr>
<tr>
<td>c) General managerial competency models and national frameworks are inadequate to the task of guiding managers satisfactorily in their managerial functions in their local contexts (Ruth, 2006; Kurschus &amp; Pilinkienê, 2012:52; Nyhan cited by Kurschus &amp; Pilinkienê, 2012:52; Seig cited by Kurschus &amp; Pilinkienê, 2012:52). Thus, managerial competency frameworks should have specificity to certain professions and managerial functions (Krajcovicova et al., 2012:1119), such as environmental policy implementation.</td>
<td>Chapter 3 &amp; 4</td>
</tr>
<tr>
<td>d) Organisations require managerial competencies for their managers in a wide range of functional areas (Slocum et al., 2008; Louw, 2012:30).</td>
<td>Chapter 5</td>
</tr>
</tbody>
</table>

Chapter 1 of the thesis addressed the study orientation and problem statement. The chapter also contextualised the concept of managerial competency within HRD in the Public Service. Thus, managerial competency was introduced within the boundaries of the discipline of Public Administration. Furthermore, the chapter outlined the roles of the LGAs in environmental policy implementation according to the Local Government (Urban Authorities) Act (8 of 1982) and the
NEP, 1997. Moreover, the chapter outlined the research objectives and research questions before presenting the research methodology whereby different methods adopted in sampling, data collection and analysis were outlined and justified. Furthermore, the chapter outlined the significance of the study and presented the layout of the thesis in consideration of a logical flow from the orientation to the conclusion of the study. The chapter is linked to the central theoretical statement (a) of this study, as outlined in Table 6.2 above.

The key questions of the research were theoretically explored in Chapters 2 and 3 of the thesis. Thus, in Chapter 2, the theory of Public Administration was reviewed followed by theoretical perspectives on HRD. The chapter also reviewed relevant literature pertaining to managerial competency – whereby the concept of managerial competency and different managerial competency models were presented and discussed. The chapter demonstrated the dynamic nature of Public Administration in theory and practice in order to cater for the needs of the dynamic society, which demands competent managers in public organisations. The chapter also argued that generic managerial competency models reviewed are useful in providing guidance in the development of competency frameworks of individual organisations but they lack the necessary contextual and sectoral specificity, thus the need for development of managerial competency frameworks for individual public organisations. The chapter is linked to the research objective (a) and the central theoretical statement (b) of this study, as outlined in Tables 6.1 and 6.2 above.

Chapter 3 reviewed the relevant policy and legislative arrangements enabling HRD for Tanzania’s Public Service with special reference to the local government context. The chapter reviewed the constitutional obligation regarding public administration, HRM and policy implementation. The chapter also reviewed the national legislations enabling HRM and HRD before analysing the environmental legislation and policies. The chapter demonstrated the availability of various policies and legislations for human resource and environmental management categories. Moreover, the chapter argued that the policies and legislations do not show a clear link between the two categories - the environmental management category and the human resource support category. Thus, there is a mismatch between the requirements for the successful implementation of the NEP, 1997 and those of other sector policies. The mismatch in policy requirements in the two mentioned categories causes inadequacies in the policy coordination function. The chapter is linked to the research objective (b) and the central theoretical statements (b & c) of this study, as outlined in Tables 6.1 and 6.2 above.
Chapter 4 provided a detailed description of the methods adopted in the empirical study particularly the process of data collection and analysis. The main focus of the chapter was to investigate the managerial competencies currently possessed by the municipal managers and the councillors of the MMC for successful environmental policy implementation. The chapter also investigated the managerial competencies that are currently needed by the municipal managers and the councillors of the MMC for successful environmental policy implementation. The chapter documented a variety of competencies possessed and those needed by the managers and the councillors of the MMC that are necessary for successful environmental policy implementation. The chapter further demonstrated the possession by the managers, of different behavioural competencies necessary for successful environmental policy implementation and the need for specific behavioural competencies by the managers and the councillors. The chapter demonstrated that the municipal managers responsible for environmental policy implementation are competent in a variety of professional competencies in terms of knowledge and skills but lack some policy implementation competencies in terms of knowledge and skills. The chapter is linked to the research objective (c) and the central theoretical statements (b & c) of this study, as outlined in Tables 6.1 and 6.2 above. The findings of Chapter 4 became the necessary inputs for Chapter 5.

Chapter 5 aimed to develop and propose a managerial competency framework for environmental policy implementation by the MMC. In order to achieve the aforementioned aim, the chapter briefly reviewed the literature on development of competency framework and developed lists of competency categories of knowledge, skills, attitude and behaviour, and working experience necessary for municipal managers responsible for environmental policy implementation and the description of each competency category. The chapter also developed lists of competency categories necessary for councillors of the MMC for successful environmental policy implementation. From the lists, the chapter developed and proposed competency profiles for both the municipal managers and the councillors of the MMC for environmental policy implementation. From the competency profiles, the chapter presented graphically, a proposed managerial competency framework for environmental policy implementation by the MMC. The chapter is linked to the research objective (d) and the central theoretical statements (d) of this study, as outlined in Tables 6.1 and 6.2 above.

Chapter 6 summarises the study based on individual chapters while linking each chapter with the research objectives, research questions and the central theoretical statements – all from Chapter 1. The chapter then presents the overall conclusions of the study and provides recommendations.
necessary for successful implementation of the proposed managerial competency framework for environmental policy implementation by MMC. Furthermore, the chapter provides recommendations for future research.

6.3 CONCLUSIONS OF THE STUDY

From the findings of this study, the following conclusions are drawn:

a) The dynamics of Public Administration in response to the needs of the society, demands the development of competent managers to manage public organisations, for successful policy implementation and hence public service delivery.

b) Generic managerial competency models are too general to be used directly by individual organisations due to their lack of the necessary contextual and sectoral specificities. However, the models are useful instruments in providing guidance for the organisations in the development of managerial competency frameworks, specific for policy implementation in different functional areas such as environmental policy.

c) Through different public service reforms, Tanzania formulated and adopted different policies and legislations with the aim to enable the development of human resources across different sectors. Despite various achievements of the reforms in managerial performance, there is no clear link between the policies and legislations for HRD and those for environmental management, thereby causing inadequacies in the environmental policy implementation and coordination functions. At the local level, the MMC does not have an operational policy or other statutory instrument for recruiting and developing the competencies of its managers responsible for environmental policy implementation.

d) The municipal managers responsible for environmental policy implementation possess a variety of competencies including professional functional (environmental) knowledge and skills. They also possess various behavioural competencies that are necessary for environmental policy implementation. Nevertheless, the managers are in need of a variety of other competencies necessary for environmental policy implementation particularly knowledge and skills in the policy process, among others.

e) The councillors of the MMC provide an important link between the managers and the community members. Thus, a common interest in effective environmental policy implementation is needed between the managers, councillors and community members (see
Figure 4.3). Thus, for successful environmental policy implementation, the councillors need a variety of competencies in terms of knowledge, skills, and attitude and behaviour, particularly, participatory leadership behaviour, among others. Competencies in terms of policy knowledge and skills are also needed among the councillors for successful oversight functions over environmental policy implementation.

f) Different options are available for the improvement of the competencies of the MMC for successful implementation of the NEP, 1997. The competency framework proposed by this study offers improvement options for both the managers and the councillors in areas on knowledge, skills and attitude and behaviour. This study emphasises that although they are presented separately, different competencies (knowledge, skills, and attitude and behaviours) work together in an integrated manner. Thus, the managers and the councillors of the MMC need a mix of integrated competencies for successful environmental policy implementation.

6.4 RECOMMENDATIONS FOR SUCCESSFUL IMPLEMENTATION OF THE PROPOSED MANAGERIAL COMPETENCY FRAMEWORK FOR ENVIRONMENTAL POLICY IMPLEMENTATION BY MMC.

From the views of the respondents of this study and the review of literature, some important aspects are to be considered for successful implementation of the proposed managerial competency framework for environmental policy implementation by the MMC. Thus, the following aspects are recommended for consideration for successful implementation of the proposed competency framework:

a) Commitment from the MMC as an organisation to adopt specific competency-based environmental policy implementation is needed for the proposed competency framework to be successful. As emphasised by Armstrong (2006:167), for an organisation to succeed in competency-based management, it must make a decisive commitment to develop a competency framework that fits the local context of the organisation.

b) An operational HRD strategy is needed to guide the MMC on how to ensure the possession of the appropriate competencies by newly appointed environmental managers and elected councillors. The strategy should be able to guide the process of competency needs assessment in order to equip the new managers and councillors with the relevant competencies for environmental policy implementation. In line with the strategy, from the initial stage of orientating new managers and councillors, the MMC should be aware of the
gap which exists between theory and practice or performance competencies among the managers and councillors, and prepare a common ground for competency development. The strategy would also be useful in equipping the present managers and councillors who indicated the types of competencies they need as discussed in Chapter 4 of this thesis.

c) The aforementioned operational strategy would be operational if backed with the development of a competency implementation plan. The plan may form part of the medium-term strategic plan, which is a mandatory requirement for all public organisations in Tanzania, as discussed in Section 3.3 of this thesis. Moreover, the incorporation of environmental objectives in the regularly developed medium term strategic plan of the MMC is a common practice, which was reported by the respondents of this study in Section 4.4.2 above. This incorporation of environmental objectives would provide an opportunity for the proposed competency implementation plan to be mainstreamed into the strategic plan and subsequently customised into the ongoing annual performance contracts through OPRAS. Successful implementation of a competency framework has to be accompanied by an implementation plan (South Africa, 2015:76).

d) While it is important to develop the competencies of the already employed managers, it is equally important to consider the competencies possessed by the candidates vying for managerial positions prior to their recruitment as part of their eligibility criteria. Daly (2012:5) suggests both the consideration of some core competencies possessed by applicants in the recruitment process and the development of the necessary competencies among the already employed managers. While Daly (2012:5)’s suggestion is important, its adoption to the MMC’s context faces a statutory challenge because the Municipal Council is not mandated to recruit or appoint middle level managers (see Section 4.4.2). It is against the background of this challenge that this study encourages the MMC to take up the responsibility of assessing and developing the competencies of its managers responsible for environmental policy implementation without assuming that the managers were competent before being recruited or appointed.

e) Adoption of regular competency-based training sessions for the managers and the councillors of the MMC would be a useful tool for sustaining the development of the desired competencies indicated in the proposed competency framework. The regular competency-based training should be an integral component of the MMC’s HRD programmes. As discussed in Section 3.3 of this thesis, the lack of sufficient training was one of the major constraining factors, which hampered the government’s efforts to improve HRD through the
PSRP. The recommendation given by this study conforms to the recommendation by Issa (2015:221) who is of the view that continuous capacity building programmes on the reform elements would lead to improved HRD.

f) The existing gap in the link between HRD and environmental policy implementation discussed in Section 3.5 of this thesis should encourage the MMC’s department responsible for HRD to ensure that the competency implementation plan for the proposed competency framework targets this gap at the operational level of the LGA. This would help to lessen the severity of the gap that exists at national level bearing in mind that the local government is the only level where all the national policies find a home for implementation at the community level.

6.5 RECOMMENDATIONS FOR FURTHER RESEARCH

Based on the findings of this study, the following areas are recommended for further research:

a) Studies should be conducted for developing managerial competency frameworks for environmental policy implementation by other LGAs in Tanzania. Since Tanzania has more than 160 LGAs (URT, 2016:11), each LGA would likely need a managerial competency framework specific for its own context.

b) More research is recommended in developing managerial competency framework for the implementation of environment related policies especially those under the departments responsible for environmental policy implementation. Since the middle level managers responsible for environmental policy implementation are the same managers responsible for the implementation of different other policies (such as National Forest Policy, 1998, Wildlife Policy, 2007, National Land Policy, 1995, Mineral Policy of Tanzania, 2009, National Health Policy, 2007 and National Energy Policy, 2003), there is no doubt that the managers and their subordinates would require specific competencies for the implementation of each of these policies.

c) Since the adoption of the proposed managerial competency framework for environmental policy implementation might raise the awareness of other sectors in the MMC, more research is recommended in a broader scope to find out how MMC could adopt competency-based policy implementation approach in all the sectoral departments.
6.6 CONCLUSION

This chapter summarised the study, drew overall conclusions about the study and provided recommendations. The summary presented the main aim and argument of each chapter based on the research objectives. The chapter thus demonstrated the link between each chapter and the research objectives, research questions and the central theoretical statements. The chapter concluded the study, demonstrating the overall arguments regarding the aim of the study. The overall conclusions covered the dynamics of Public Administration, which demands the development of competent managers for successful environmental policy implementation by public organisations including LGAs such as MMC in Tanzania. Lack of a clear policy and legislation link between HRD and environmental management in Tanzania is another aspect concluded in this chapter. Furthermore, the chapter concluded that, although Morogoro municipal managers possess a variety of competencies that are necessary for environmental policy implementation, they (and the councillors) need a variety of other competencies particularly in the area of policy process among others.

The chapter then provided some recommendations for successful implementation of the managerial competency framework for environmental policy implementation proposed in Chapter 5 of this thesis. Furthermore, the chapter provided recommendations for further research in the area of managerial competency in policy implementation from the scope of environmental policy to a broader scope to cover other related policies.

Finally, this study emphasises adhering to the recommendations presented in this chapter for successful implementation of the proposed managerial competency framework for environmental policy implementation by MMC. If the recommendations are not adhered to, there is a probability for the municipal managers and the councillors of MMC not to improve their competencies in environmental policy implementation, a situation which might lead to failure to achieve the nationally and internationally linked environmental policy objectives of the LGA.
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Date of access: 23 Jul. 2014.

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http://www.capam.org/assets/tanzaniapublicservicecollege_saidinassor_tanzania_towards%20a


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ANNEXURES

ANNEXURE 1: INTERVIEW GUIDE FOR THE MOROGORO MUNICIPAL MANAGERS RESPONSIBLE FOR ENVIRONMENTAL POLICY IMPLEMENTATION

Name of the interviewee (optional): ______________________________________________________

Date of the interview: _________________________________________________________________

Job title: Head of Department: __________________________________________________________

Department: _________________________________________________________________________

PART I - CONCEPTUAL UNDERSTANDING OF MANAGERIAL COMPETENCY

1. In your own understanding, please, provide a brief meaning of managerial competency

PART II – ASSESSMENT OF FUNCTIONAL COMPETENCIES

2. What basis (or tool) does the Morogoro Municipal Council use to select applicants for environment related jobs? (Hint: does it use the memory based tests or competency based approach as instruments for placements and how?).

3a. What are the types of specialised knowledge currently possessed by members of the department that are instrumental in the implementation of the environmental programmes and related directives?

3b. What are the types of specialised knowledge needed by members of the department that are instrumental in the implementation of the environmental programmes and related directives?

4a. What are the skills, currently possessed by members of the department that are important in the implementation of the environmental programmes and related directives?

4b. What skills do you think are currently needed by the members of the department that are important in the implementation of the environmental programmes and related directives?
5. What is your opinion about the working experience of the members of the department in relation to the competency needed for the implementation of the environmental programmes and related directives?

6. What are the types of capacity building (training) programmes in environmental areas conducted for the managers from 2010 to 2015?

7a. What behavioural competencies are possessed by the managers, that are instrumental in promoting the performance of their work as leaders particularly in environmental policy implementation?

7b. What behavioural competencies are needed by the managers of your department, that are instrumental in promoting the performance of their work as leaders particularly in environmental policy implementation?

PART III – ASSESSMENT OF OVERSIGHT COMPETENCIES

8. What are your opinions on the current level of oversight competencies among the representatives?
ANNEXURE 2: INTERVIEW GUIDE FOR THE COUNCILLORS OF MOROGORO MUNICIPAL COUNCIL REGARDING ENVIRONMENTAL POLICY IMPLEMENTATION COMPETENCIES

Date: __________________________________________________________________
Respondent: __________________________________________________________________
Councillor for the periods: __________________________________________________________________

PART I - CONCEPTUAL UNDERSTANDING OF MANAGERIAL COMPETENCY

1. Q: What is the meaning of managerial competency? Or what are the important elements of managerial competency?

PART II – ASSESSMENT OF OVERSIGHT COMPETENCIES

2. What are your opinions on the current level of oversight competencies among the representatives?

3. What types of oversight capacity building (training) programmes in environmental areas were conducted for the representatives during the period of your leadership?

4. What are some of the environment related exposures needed among the representatives (councillors) for effective oversight responsibilities?

5. What type(s) of specialised knowledge is needed by the representatives for effective oversight responsibilities in environmental programmes and related directives?

6. What types of skills are needed by the representatives for effective oversight responsibilities in environmental programmes and related directives?

7. What types of behavioural competencies are needed by the representatives for effective oversight responsibilities in environmental programmes and related directives?

PART III – LEGISLATION USED IN DEVELOPING HUMAN RESOURCES

8. What policy or legislation is used in guiding the development of the Local Government’s human resources?
9. How is (are) the policy(ies) or legislation(s) mentioned used in development of the competency of Morogoro municipal managers and the councillors of MMC in the implementation of environmental policy?

10. How is the National Environmental Policy translated to the local government context by Morogoro Municipal Council?

**PART IV – CHALLENGES FACED IN DEVELOPING COMPETENCIES OF THE COUNCILLORS FOR ACHIEVING ENVIRONMENTAL OBJECTIVES.**

11. What challenges does MMC face in developing competencies of the councillors for the achievement of the environmental objectives?
ANNEXURE 3: INTERVIEW GUIDE FOR TRAINERS FROM THE LOCAL GOVERNMENT TRAINING INSTITUTE (LGTI)

Name of the interviewee: ____________________________________________________________

Role in LGA: _____________________________________________________________________

Date of the interview: __________________________________________________________________

PART I - CONCEPTUAL UNDERSTANDING OF MANAGERIAL COMPETENCY

1. In your own understanding, please, provide a brief meaning of managerial competency

PART II – ASSESSMENT OF FUNCTIONAL COMPETENCIES

2. What tool (s) do local government authorities use to select applicants for environment related managerial jobs?

3a. What are the types of specialised knowledge possessed by the local government managers that are important in the implementation of the National Environmental Policy of 1997?

3b. What are the types of specialised knowledge needed by the local government managers for successful implementation of the National Environmental Policy of 1997?

4a. What types of skill(s) do you think are possessed by the heads of departments and units of the local government authorities, important for successful implementation of Environmental Policy (and other policies), programmes and related directives?

4b. What types of skill(s) do you think are needed (and are missing) among the heads of departments and units of the local government authorities for successful implementation of Environmental Policy (and other policies), programmes and related directives?

5a. What is your opinion about the working experience of the heads of the departments responsible for Environmental Policy implementation?

5b. What is your suggestion on work experience required/needed in heading the departments responsible for Environmental Policy implementation?
6a. What types of environment related capacity building (or training) programmes frequently conducted by LGTI for the managers of local government in Tanzania?

6b. What types of capacity building (or training) programmes needed for the managers of local government in Tanzania in order to facilitate successful implementation of the National Environmental Policy?

7a. What behavioural competencies do you think are possessed by the managers of the local government authorities for effective environmental policy implementation?

7b. What behavioural competencies do you think are needed for environmental managers of the local governments?

PART III – ASSESSMENT OF OVERSIGHT COMPETENCIES

8. What are your opinions on the current level of oversight competencies among the representatives leading the local governments in Tanzania?

9a. What types of oversight capacity building (training) programmes usually conducted to the councillors in Tanzania?

9b. What types of oversight capacity building (training) programmes, which are needed to the councillors in Tanzania?

10. What do you think is needed as part of environment related exposure among the representatives (councillors) for effective oversight responsibilities?

10. What types of skills are needed by the representatives for effective oversight responsibilities in environmental programmes and related directives?

11. What types of behavioural competencies needed by the representatives for effective oversight responsibilities in environmental programmes and related directives?

PART IV – POLICIES AND LEGISLATIONS USED IN DEVELOPING HUMAN RESOURCES

12. What are policies and legislations used in guiding the development of the Local Government’s human resources, and how are they used?
PART V – CHALLENGES FACED IN DEVELOPING COMPETENCIES OF THE MUNICIPAL OFFICIALS AND COUNCILLORS FOR ACHIEVING ENVIRONMENTAL OBJECTIVES.

13. What challenges does the LGTI face in developing competencies of the officials and representatives for achievement of the environmental objectives?
ANNEXURE 4: RESEARCH APPROVAL FROM MOROGORO MUNICIPAL COUNCIL

MOROGORO MUNICIPAL COUNCIL

Tel/Fax No. - 2614727
E-mail info@morogoromc.go.tz
Website: www.morogoromc.go.tz.
In reference, please quote:

Our Ref. No: R.10/MMC-24/VOL.XV/44 Date: 23th October, 2014

PhD Promoter and Co-Promoter for A.F.Makauki,
North-West University.
Yunibesiti ya Bokone-Bophirima,
P.O.BOX X6001,Potchefstroom,
SOUTH AFRICA.

Re: PhD RESEARCH ON “DEVELOPING A COMPETENCY FRAME WORK FOR ENVIRONMENTAL POLICY IMPLEMENTATION IN MOROGORO MUNICIPAL COUNCIL IN TANZANIA BY MR. ADOLF F. MAKAUKI

Refer to the heading above and your letter dated on 18th September, 2014.

You are informed that, your request of extending the research permit of Mr. Adolf F. Makauki has been accepted. He will be allowed to access information from Municipal Council’s officials, Members of Parliament and Councilors up to August, 2015.

Regards,

Mayala P.M.
FOR:- DIRECTOR MOROGORO COUNCIL
ANNEXURE 5: ETHICS APPROVAL FROM NORTH-WEST UNIVERSITY

ETHICS APPROVAL OF PROJECT

The North-West University Research Ethics Regulatory Committee (NWU-RERC) hereby approves your project as indicated below. This implies that the NWU-RERC grants its permission that provided the special conditions specified below are met and pending any other authorisation that may be necessary, the project may be initiated, using the ethics number below.

<table>
<thead>
<tr>
<th>Project Title: Developing a competency framework for environmental policy implementation by the Morogoro Municipal Council in Tanzania</th>
</tr>
</thead>
<tbody>
<tr>
<td>Project Leader: Dr M Diedericks</td>
</tr>
<tr>
<td>Student: AF Makaauki</td>
</tr>
<tr>
<td>Ethics number: NWU - 00326 - 14 - A/7</td>
</tr>
<tr>
<td>Approval date: 2014-11-17</td>
</tr>
</tbody>
</table>

General conditions:

While this ethics approval is subject to all declarations, undertakings and agreements incorporated and signed in the application form, please note the following:

- The project leader (principle investigator) must report in the prescribed format to the NWU-RERC:
- annually (or as otherwise requested on the progress of the project),
- without any delay in case of any adverse event (or any matter that interrupts sound ethical principles) during the course of the project.

The approval applies strictly to the protocol as stipulated in the application form. Would any changes to the protocol be deemed necessary during the course of the project, the project leader must apply for approval of these changes at the NWU-RERC. Would there be deviation from the project protocol without the necessary approval of such changes, the ethics approval is immediately and automatically forfeited.

The date of approval indicates the first date that the project may be started. Would the project have to continue after the expiry date, a new application must be made to the NWU-RERC and new approval received before or on the expiry date.

In the interest of ethical responsibility the NWU-RERC retains the right to:
- request access to any information or data, at any time during the course or after completion of the project;
- withdraw or postpone approval if:
  - any unethical principles or practices of the project are revealed or suspected;
  - it becomes apparent that any relevant information was withheld from the NWU-RERC or that information has been false or misrepresented;
  - the required annual report and reporting of adverse events was not done timely and accurately;
  - new institutional rules, national legislation or international conventions deem it necessary.

The Ethics Committee would like to remain at your service as scientist and researcher, and wishes you well with your project. Please do not hesitate to contact the Ethics Committee for any further enquiries or requests for assistance.

Yours sincerely,

Linda du Plessis

Prof Linda du Plessis
Chair NWU Research Ethics Regulatory Committee (RERC)
ANNEXURE 6: CODE FAMILIES AND THE ASSOCIATED CODES BEFORE BEING COLLATED

<table>
<thead>
<tr>
<th>Code family</th>
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<tbody>
<tr>
<td>Definition of managerial competency</td>
<td>Managerial competency means proficiency to fulfil functional roles and tasks with minimum difficulties.</td>
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<td>Managerial competency means the ability of a manager to translate managerial knowledge unto his/her day to day output.</td>
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<td>The ability of a manager to meet complex demands by drawing and mobilising psychosocial resources (including skills and attitudes) in a particular context.</td>
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<td>Managerial competency is about understanding the manager’s scope of operation and thus, undertaking the relevant functions as expected of them</td>
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<td>Ability of the managers to perform their functions</td>
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<td>Managerial competency is a set of knowledge and skills as well as experience in management</td>
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<td>Managerial competency in in the public sector means the ability to supervise the enforcement of laws, provision of community education and supervision of the execution of government functions.</td>
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<tr>
<td>Elements of managerial competency in the Public Service</td>
<td>Knowledge of the manager</td>
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<td></td>
<td>Working experience in managerial position</td>
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<td></td>
<td>Knowledge about management</td>
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<td>Skills for the translation process in order to transform the knowledge into practice</td>
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<td></td>
<td>Skills</td>
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<td></td>
<td>Attitudes</td>
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<td></td>
<td>Understanding the manager’s scope of operation</td>
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<td>Knowledge about management</td>
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<td>Knowledge about policies, programmes, and guidelines</td>
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<td>Skills in contextualising material goals (of policies and programmes)</td>
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<td>Experience in policy implementation</td>
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<td>Contextualisation skills</td>
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<td>Managerial knowledge</td>
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<td>Practical aspects of it</td>
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<td></td>
<td>Knowledge</td>
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<td></td>
<td>Experience</td>
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<td>Important considerations of managerial</td>
<td>Particular context</td>
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<td>Policy direction</td>
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<tr>
<td>competency</td>
<td>Sector specificity</td>
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<td>The dynamics of competitive society</td>
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<tr>
<td>Specialised knowledge possessed by the</td>
<td>Environmental Studies/knowledge</td>
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<td>municipal managers</td>
<td>Environmental Health</td>
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<td></td>
<td>Q: Is there anyone in your department who holds a certain qualification in policy studies in addition to the environmental area of specialisation? R: No. However, Policy knowledge is not a necessary requirement for recruitment of our staff (managerial and non-managerial). The specialised knowledge needed officially is Environment – in its different aspects.</td>
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<td>Environmental Studies/knowledge – Diploma level (2 year)</td>
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<td></td>
<td>Urban planning</td>
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<td>Natural resource management</td>
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<td>Land management</td>
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<td>Land valuation</td>
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<td></td>
<td>Land survey (these days we call Geomatic Engineering or Geomatics Engineering, or simply Geomatics) – such aspects as Geoinformatics e.g. GIS Urban planning and environmental management.</td>
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<td>Forestry</td>
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<td>Beekeeping</td>
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<td>By virtue of requirement, the heads of departments are required to possess (1) Bachelor’s degree in the relevant discipline (which they have), (2) exposure to IT and (3) exposure to project management. However, when we talk of the relevant field we find putting development policy aside because the disciplines (or fields) are determined by the departments’ fields (area of proficiency -e.g. environment, agriculture etc). Since we do not have a department responsible for policy matters (formulation, implementation, analysis etc), then knowledge in policy remains a permanent need for the MMC. Therefore, the MMC is in need of knowledge and experience on policy matters.</td>
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<td>It is difficult to point out for sure the types of knowledge which the local government environmental managers possess, because there are many local government authorities in the country. However, there is an assumption that any graduate of Bachelor’s degree (basic education qualification for the position) has a wide knowledge although not necessarily in policy studies.</td>
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<td>Skills possessed by municipal managers</td>
<td>General skills in Environmental management</td>
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<td>Skills in handling different aspects related to Environmental health – such as aspects of community hygiene, dealing with contagious diseases – e.g. isolation enforcement through quarantine.</td>
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<td>Skills in handling different aspects related to waste management (from collection to disposal).</td>
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<td>General skills in Environmental management</td>
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<td>Land surveying and distribution of plots to citizens – the citizens are involved (competency in involving the citizens – promoting public participation). Infrastructure designing – e.g. roads to facilitate (for easy) services Competency in involving the citizens – promoting public participation Urban planning - Our officers are skilled in urban planning Housing and infrastructure development Environmental planning and management Handling general environmental issues – i.e. environment-development interactions. Administrative skills Infrastructure designing Land surveying Land surveying Infrastructure designing Administrative skills Administrative skills</td>
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<td>Policies and legislations used for recruitment</td>
<td>Public Service Management and Employment Policy of 2008, Public Service Act of 2002, Employment and Labour Relations Act, 2004, Employment and Labour Relations (Code of good practice) Rules, 2007 The recruitment process is not managed by MMC but by the Public Service Recruitment Secretariat (PSRS) Q: About the Tanzania Leadership Competency Framework (LCF) developed by the President’s Office – Public Service Management; is it not used to recruit environmental managers for Morogoro Municipal Council? R: The LCF has not been received at MMC. We do not have it. Aptitude tests are not used – no interviews also. Rather, a sort of competency-based approach, which makes use of the available performance record is used. Criteria used in efforts to obtain the qualified personnel: (i) Experience in managerial cadre. (ii) Performance records - OPRAS form (performance contract) is one of the tools used to show the performance records of the personnel. (iii) Level of education – Bachelor’s degree or higher (iv) Political environment – Public Service Act and Code of Conduct prohibit public servants to participate in politics but don’t forbid them to be members of political parties.</td>
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| Legal aspects of managerial competency for environmental policy implementation | Legal overview about the implementation of the National Environmental Policy, 1997 as assisted by the Environmental Management Act (20 of 2004)  
The Legal Unit is responsible for translation of the laws and propose their customisation to the local context.  
With respect to the environment of Morogoro Municipality, it is the obligation of Morogoro Municipal Council to conserve the environment  
The Local Government (Urban Authorities) Act, 1982 (as amended in 2002) – i.e. Act number 288 (revised edition) mentions specifically that Local Councils have are obliged to conserve the environment.  
Following the Act, we have the following By-laws, which we are using as part of our efforts to enforce EMA, 2004:  
(a) Morogoro Municipal By-laws (Sanitation), 2010 and  
(b) The Environmental Protection/Regulations of Planting Trees and Maintaining Trees and Protection of Vegetation By-laws, 1999 (GN 308 of 15th October 1999).  
Principally, our By-laws are not linked to (or benchmarked to/or derived from) the EMA (20 of 2004) but were formulated based on the LG Act, 1982.  
MMC has inadequacies in legal competencies among the managers. The Council has only five (5) lawyers in total under the Legal Unit.  
Implementation of the By-laws (2010) implies indirect implementation of the EMA. For example, the By-laws, as per Section 29, dictate a fine of TAS 50,000 (equivalent to USD 25) for any person found guilty of littering within any area of the Municipality. This implies enforcement of the EMA because it is about keeping the environment clean.  
Competency related challenges:  
(a) Human resource constraints (as I said earlier, we are only 5 in number).  
(b) Political interference in implementing the government decisions especially in accordance with the EMA and other legislations.  
(c) Low competencies of some councillors tend to cause difficulties among them in terms of translating the By-laws. |
| Competencies needed by the municipal managers in terms of specialised knowledge for environmental policy implementation | Environmental Policy  
Environmental law  
Environmental knowledge  
Knowledge on policy issues  
Knowledge in Environmental Impact Assessment (or Environmental and Social Impact Assessment - ESIA).  
Knowledge about the local context  
General concept of ideology and Tanzania’s national ideology  
Knowledge about Policy as an academic field |
At present, we need staff who possess environmental specialisations different from the general environmental studies and environmental health. Although these are important types of knowledge needed, we are suffering shortage of other specialised knowledge areas such as Environmental Policy, Environmental law etc. Knowledge on policy issues and how to overcome them.

Policy formulation skills
Policy implementation skills
Policy coordination skills – to enable my department to operate in cooperation with other departments
Waste management skills
Politico-administrative skills – the MMC officials lack the ability to act according to their boundaries of obligations. They face so many challenges caused by the central government pressure on one hand, and from the councillors on the other.
Policy process - Environmental policy can be just a focus case but skills are needed in policy formulation, implementation and evaluation/review.
Customer handling
Skills in handling political issues
Skills in enforcement of law.
Skills in Environmental Impact Assessment (or Environmental and Social Impact Assessment - ESIA).
Skill in environmental auditing.
Skills in organisational decision-making
Communication skills
Project management skills
Analytical skills
Skills in strategic management
Skills in risk management
Decision-making skills
Skills in resource mobilisation and utilisation
Politico-Administrative (Political and administrative) skills
Skills in translating the national policies into local contexts
Skills in conceiving the policy language and translating it into implementation language
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<tr>
<td>Skills in lobbying and advocacy</td>
<td><strong>Advisory skills</strong></td>
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<td>Advisory skills</td>
<td><strong>Supervisory skills</strong></td>
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<td>Supervisory skills</td>
<td>Team building skills – for NEP and other cross-cutting issues.</td>
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<tr>
<td>Influencing skills</td>
<td>The skills needed include planning skills among the members of the department responsible for urban planning.</td>
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<td>The skills needed include planning skills among the members of the department responsible for urban planning</td>
<td>Skills in dealing with change of attitude among the community members.</td>
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<td>Skills in balancing the activities of different policies implemented by one department</td>
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<td><strong>Behavioural competencies needed by the municipal managers for environmental policy implementation</strong></td>
<td>Discipline at work</td>
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<td>Positive orientation/attitude towards customers</td>
<td>Positive attitude towards work/job.</td>
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<td>Positive attitude towards work/job.</td>
<td>Working in cooperation across their departments - i.e. team spirit.</td>
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<td>Valuing community involvement in development planning.</td>
<td>Customer (service) orientation.</td>
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<td>Customer (service) orientation.</td>
<td>Strategic thinking in a big (organisational) picture.</td>
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<td>Political influence.</td>
<td>Respect to the position and the resources attached to the position.</td>
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<td>Respect to the position and the resources attached to the position.</td>
<td>Attitude change</td>
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<td>Attitude change</td>
<td>Customer care behaviour</td>
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<td>Customer care behaviour</td>
<td>Participatory development (sharing) behaviour</td>
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<td>Participatory development (sharing) behaviour</td>
<td>Morning prayer culture on Mondays and Fridays</td>
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<td>Morning prayer culture on Mondays and Fridays</td>
<td>Morning prayer culture</td>
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<td>Morning prayer culture</td>
<td>Teamwork behaviour</td>
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<td>Teamwork behaviour</td>
<td>Frequent interaction with the section heads</td>
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<td>Frequent interaction with the section heads</td>
<td>Good inter-personal relationships</td>
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<td>Good inter-personal relationships</td>
<td>Team management</td>
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<td>Team management</td>
<td>Self-confidence</td>
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<td>Self-confidence</td>
<td>Goal oriented behaviour</td>
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<td>Goal oriented behaviour</td>
<td>Organisational culture sensitivity</td>
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<td>Organisational culture sensitivity</td>
<td>Self-recognition behaviour</td>
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<td>Self-recognition behaviour</td>
<td><strong>Level of councillors’ oversight competencies</strong></td>
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<tr>
<td>Some of them are competent in fulfilling their oversight functions but most of them are incompetent.</td>
<td>Some councillors have sufficient competencies because of the locality (Morogoro town) although there are some deficiencies.</td>
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Generally speaking, the current level of competencies is low.

The oversight competencies are at low levels

The competencies of the current councillors (2010-2015) are very low

Taking it collectively, the competencies of the current councillors (2010-2015) are very low as compared to those of the previous term (2005-2010).

The level of oversight competencies among councillors varies a lot. Some are competent but some councillors cannot understand even policy issues.

The oversight competencies are quite low

The oversight competencies of the councillors are generally low.

The level of oversight competencies among councillors are low.

The level of competencies is low. This is because different councils have councillors whose levels of knowledge and experience in policies and legislation as well as levels of education are low compared to the functions they are mandated to perform.

Most of them feel comfortable to represent the citizens (voters) and take the mere representation (being recognised as people’s representatives) as their basic role – without recognising their major obligation of representing the voters in overseeing the government (functions).

The main reasons for having incompetent councillors are twofold:

(a) The qualification for one to be eligible to contest for the position of a councillor is too low – i.e. twofold (i) only knowing how to read and write and (ii) the age of 21 years and above. These qualifications are too basic and too low a representative who is to handle overseeing functions on behalf of the people.

(b) Fame and popularity – some people in the communities are very famous and popular. This makes the community members perceive them as good representatives of the people without examining their abilities in the fulfilment of the obligations of the councillorship.

The two reasons cause a lot of challenges in the running of the day-to-day functional activities of the Municipal Council – such as:

(i) Most councillors to find it difficult to understand some of the technical issues which are associated with specific terms used in management, policy and legal language.

(ii) Again, due to low level of education, some councillors do not find it easy to know their boundaries of responsibilities, thus they tend to interfere with the municipal officials while the officials are administratively executing technical policy functions.

(iii) Moreover, most councillors act according to prevailing political drifts – e.g. when something is highly needed by the citizens, they will support it even if it’ll have a negative impact to them or even if it’s against the law.

Exposure needed by | Good practice – excursion to areas which have demonstrated good practice will help to improve the councillors’ abilities in terms of knowledge
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<td>councillors for effective oversight over environmental policy implementation</td>
<td>(understanding) and skills. Change of mind set – most of the councillors’ minds are inclined towards financial gain more than knowledge and skills gain when considering excursions and study tours. So, change in mind set is needed before any excursions aimed at exposing the councillors to areas of good practice. Establishing of networking will also be useful in strengthening the councillors’ competencies Exposure to different areas of good practice Areas where many environmental policy implementation processes are well documented and monitored by both the LG official and councillors in a collaborative manner Different good practice areas of the NEP implementation such as Moshi and Iringa Municipalities Exposure to different areas of good practice. Need a wide exposure on how to constitute the Standing Committees of the Council. Exposure to different areas where the NEP has been well implemented (good practice area)</td>
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<td>Capacity building conducted for councillors</td>
<td>The capacity building programmes frequently conducted are based on a training manual from PMO-RALG (especially on the structure of local government, Code of conduct, Roles and responsibilities) Capacity building programmes conducted four times – and these were of two types as follows: (i) One type was for the committee members only, which was conducted once; (ii) Second type was about the role of councillors for all the councillors, which was conducted three times. However, the training sessions had no much impact to our councillors. During the period 2005-2010, there was sufficient fund to finance capacity building programmes through training but this period (2010-2015) the fund has been insufficient to finance capacity building programmes. Orientation programme of not up to one week A four days’ outreach visit at the end of the term Awareness creation in aspects of: Environmental policies and legislations – this covered aspects of environmental pollution from the household level growing to the level of town. Roles and responsibilities of the councillor Orientation programme Outreach visit to Mbeya City We happened to learn on the implementation of the environmental policy through the Finance Committee – we were concerned with keeping the environment clean, tree planting, taking care of water sources by planting <em>Ficus sycomorus</em> trees (Mikuyu) and prohibiting destruction of the rivers and</td>
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| The capacity building programmes needed by the councillors                | Capability on the roles and responsibilities of councillors  
Capability on understanding the By-laws and policies.  
Separation of politics from administration  
Environmental issues  
Policy process.  
The roles of the councillors as well as the chairpersons of the mitaa.  
Environmental awareness  
Responsibility and accountability  
Broad knowledge in general fields  
Local government structure and policy implementation processes  
Ethics knowledge for the managers and the councillors  
Political leadership and/or representation  
Policy and legislation  
Environmental education  
Environmental management  
Civic knowledge/education  
Knowledge of policy process and legislation  
Political knowledge |
| Skills needed by the councillors for environmental policy implementation    | Policy implementation skills  
Politico-Administrative (Political and administrative) skills  
Oversight skills  
Skills for dealing with environmental problems.  
Skills in participatory leadership  
Skills to strengthen relationships between the councillors and the municipal managers  
Interpersonal skills  
Administrative skills  
Specific oversight skills over policy implementation  
Law enforcement skills  
Monitoring skills  
Leadership skills  
Political skills  
Lobbying skills  
Policy implementation and monitoring skills |
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<tr>
<td>Planning skills</td>
<td>Specific oversight skills in environmental policy implementation taking care of the multi-policy environment (cross-sectoral policy and legislative environment).</td>
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<td>Skills for dealing with individual/diverse environmental problems</td>
<td>Conflict resolution skills</td>
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<td><strong>behaviours needed by the councillors for environmental policy implementation</strong></td>
<td>Self-recognition behaviour</td>
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<td>Participatory leadership/decision-making</td>
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<td>Ethics and integrity</td>
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<td>Seriousness</td>
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<td>Participatory/involvement behaviour</td>
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<td>Ethical behaviour</td>
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<td>Commitment</td>
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<td>Following through behaviour</td>
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<td>Behaviour of being persuasive</td>
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<td>Seriousness/strictness/transparency</td>
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<td>Respect to the voters</td>
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<td>Listening behaviour</td>
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<td>Commitment in fulfilling the obligations as councillors</td>
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<td><strong>Challenges faced by managers in competency development</strong></td>
<td>Resource constraints</td>
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<td>Low level of community response to directives/instructions related to environmental issues.</td>
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<td>Political interference.</td>
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<td>Expectation of the councillors</td>
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<td>Human resource constraints</td>
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<td>Low competencies of some councillors tend to cause difficulties among them in terms of translating the By-laws.</td>
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<td>Financial constraints of local government authorities</td>
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<td>Low capacity of understanding</td>
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<td>Lack of a system to assess the impact/outcome of training programmes</td>
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<td><strong>Competency related challenges for councillors</strong></td>
<td>There are no sufficient resources for implementation of various environmental related activities</td>
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<td>The training sessions do not bring much impact to our councillors</td>
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<td>In training sessions, the attitude of some councillors, perhaps most of them, is towards financial or material gain more than the gaining of knowledge and skills.</td>
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<td>Frequent conflicts between the councillors and the municipal managers tend</td>
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<td>to hinder joint efforts to develop the competencies of the councillors and the managers - especially through training.</td>
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<td>Inadequate knowledge or understanding of the public about environmental conservation.</td>
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<td>Political conflicts e.g. Central vs Local governments</td>
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<td>A large proportion of the councillors have low levels of education.</td>
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<td>Interference of the implementation functions (of the officials) by some councillors</td>
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<td>Some councillors fail to fulfil their obligations. It is sad to see the law makers breaching the laws they themselves made.</td>
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<td>Lack of regular refresher courses and outreach visits has caused the councillors to lead in a “business as usual” approach</td>
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<td>Inadequacies in enforcement of the legislations – EMA, MMC By-laws and Regulations/Code of ethics.</td>
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<td>Low education levels for councillors</td>
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<td>The decision of the government to implement a directive that public servants who contest for political positions should resign from work immediately after being declared by the NEC as a contestant, is going to increase the severity of the challenge.</td>
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<td>Shortage of training opportunities for the councillors and lower level local authorities (LLLAs).</td>
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<td>The introduction of a new circular forbidding public servants to contest for political positions is a tragedy to local government authorities (LGAs).</td>
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<tr>
<td>A big proportion of the councillors have low level of education</td>
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<td>The capacity building programmes conducted are not competency-based.</td>
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<td>Frequent conflicts between the councillors and the municipal managers</td>
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<td>Inadequacies in law enforcement and oversight is a national problem</td>
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<td>Low literacy levels (low levels of formal education) for councillors</td>
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DECLARATION

I, C Vorster (ID: 710924 0034 084), Language editor and Translator, and member of the South African Translators’ Institute (SATI member number 1003172), herewith declare that I did the language editing of the thesis of Mr AF Makauki (student number 25672509) from the North-West University.

Title of the thesis: Developing a competency framework for environmental policy implementation by Morogoro Municipal Council in Tanzania

[Signature]

7 Dec 2016

C Vorster

Date