

## Original Research Article

### A QUALITATIVE STUDY OF THE MANAGERIAL FACTORS INFLUENCING THE PERFORMANCE OF SHEHIA ADMINISTRATION PRACTICE IN URBAN DISTRICT UNGUJA

#### ABSTRACT

The main concern of this ~~dissertation paper~~ was to explore the managerial factors influencing the performance of Shehia administration practices in Urban District Unguja. The study adopted a case study design. The data was collected through face to face interviews and focus group discussion with the total of 44 respondents selected purposively from the four ~~Ssheh~~ias of Urban District Unguja. Qualitative Data were analyzed by thematic Analysis.

The findings of this study revealed that there are themes of factors that influence the performance of Shehia administration practices in Urban District Unguja such as the, lack of autonomy in decision making process, low co-operation between local government and ~~Ssheh~~ias, as well as inadequate resources and facilities. Therefore, through this study; the researcher recommends that there should be intervention of government to support Shehias in establishing economic projects. Provision of adequate and modern equipment on the Shehia administration activities; performing ongoing training to the ~~Ssheh~~ias and establishment of good policy that will allow a competent ~~Ssheh~~ias to be appointed to the position of ~~Ssheh~~ias so as to make sure administration activities is being done effectively.

**Key words:** Shehia, ~~P~~erformance, Administration practices, ~~A~~utonomy, ~~D~~ecision making, ~~C~~eo-operation

#### 1.0 Introduction

A local government system with councils was partially developed during the colonial period in Zanzibar. This included legislation passed in 1944 for the establishment of Town Councils in Zanzibar, Chake-Chake, Wete and Mkoani under the supervision of District Commissioners. Legislation was earlier passed that formalised the authorities of appointed Sheha at the local level for maintenance of law and order. (Per Tidermandet *al*; 2018). It is believed that the Shehia is the smallest and the oldest unit under the administrative hierarchy of the district administration in the protectorate. Therefore, apart from the main duty of maintaining peace and order, the Sheha has the power to make sure that his local authority is being administered as required.

Despite the effort of government to ensure the local authorities are efficient, democratic, accountable, transparent, and responsive to the needs of the people, as well as addressing their needs, the ~~Ssheh~~ia administrators have poor practice to their role and responsibilities within their area of localities. Khamis (2018) indicates that, shortage of education and financial support with poor salaries to the local leaders caused them to have poor practice of their roles within their Shehia. This may also cause poor and under development in the ~~Ssheh~~ia, increasing of the ~~Ssheh~~ia problems in terms of social problems like increasing trend of robbery and theft activities in Urban District Unguja, (Urban District Annual report, 2021) managerial problems also in the ~~Ssheh~~ia were observed such as poor execution of ~~Ssheh~~ia activities in the Urban District Unguja, Delayed services delivery in the Shehia which leads low performance towards National developments. Most of citizens argue that their local authorities are not performing well on their responsibilities. Shehias has unsatisfactory performances, there are some Shehias who does not have good infrastructure; the environments are bad as if those Shehias has no local authority to supervise them. (Urban District Report, 2021).

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Economically, Zanzibar Urban District has the ability of collecting its own revenue of 3,107 TZS millions per year and it has a total of 56 Shehia and it is one among the high revenue collector compared to the other district like West A district collect 419 TZS millions per year with a total of 31 Shehias, West B district collect 1,373 TZS millions per year with a total of 34 Shehias, Central collect 427 TZS millions with a total of 42 TZS millions Shehias, South District collects 228 TZS millions with a total of 21 Shehias, North B collect 672 TZS millions with a total of 31 Shehias and North a collect a total of 327 TZS millions with a total of 44 Shehias (Per Tidermand , 2018). Based on the above revenue estimation the Shehias of Urban District Unguja supposed to have the best performance within their Shehias but looking at the complaint of the community and different stakeholders these Shehia seemed to be in unsatisfactory situation.

Several studies conducted on the issue of local government in Zanzibar were mostly based on the history of local government such as the study of Khamis, (2013), local government structures and local government reforming process. There was no any comprehensive study conducted in urban District concerned with factor influencing the performance of Shehia administration practice. Therefore, the study intended to assess the performance of Shehia of urban local authorities in Zanzibar for the purpose of improving performance of Shehias in local government authorities.

## 1.1 Objective of the study

### 1.1.1 Main objective

To explore the managerial factors influencing the performance of Shehia administration practice in Urban District Unguja.

### 1.1.2 Specific objectives

- i. To determine the influence of co-operation between Shehia and local government as managerial factor to the the performance of Shehia administration practice in Urban District Unguja.
- ii. To determine the influence of autonomy of control and decision making as managerial factor to the the performance of Shehia administration practice in Urban District Unguja.
- iii. To assess the influence of resources and facilities as managerial factor to the the performance of Shehia administration practice in Urban District Unguja.

## 2.0 Literature Review

### 2.1 Theoretical Review

Administrative theory was pioneered by Henry Fayol (1949), a French mining engineer, who developed 14 principles of management based on his management experiences. These principles provide modern-day managers with general guidelines on how a supervisor should organize her department and manage her staffs. Although later research has created controversy over many of the following principles, they are still widely used in management theories. These principles are:-

**Division of work:** Division of work and specialization produces more and better work with the same effort.

**Authority and responsibility:** Authority is the right to give orders and the power to exact obedience. A manager has official authority because of her position, as well as personal authority based on individual personality, intelligence, and experience. Authority creates responsibility.

**Discipline:** Obedience and respect within an organization are absolutely essential. Good discipline requires managers to apply sanctions whenever violations become apparent.

**Unity of command:** An employee should receive orders from only one superior.

**Unity of direction:** Organizational activities must have one central authority and one plan of action.

**Subordination of individual interest to general interest:** The interests of one employee or group of employees are subordinate to the interests and goals of the organization.

**Remuneration of personnel:** The price of services rendered by employees should be fair and provide satisfaction both to the employee and employer.

**Centralization:** The objective of centralization is the best utilization of personnel. The degree of centralization varies according to the dynamics of each organization.

**Scalar chain:** A chain of authority exists from the highest organizational authority to the lowest ranks.

**Order:** Organizational order for materials and personnel is essential. The right materials and the right employees are necessary for each organizational function and activity.

**Equity:** In organizations, equity is a combination of kindness and justice. Both equity and equality of treatment should be considered when dealing with employees.

**Stability of tenure of personnel:** To attain the maximum productivity of personnel, a stable work force is needed.

**Initiative:** Thinking out a plan and ensuring its success is an extremely strong motivator. Zeal, energy, and initiative are desired at all levels of the organizational ladder.

**Esprit de corps:** Teamwork is fundamentally important to an organization. Work teams and extensive face-to-face verbal communication encourages teamwork.

The administrative theory by Fayol is very relevant to this study since it tries articulating several procedures and activities in which occupants of the office need to undertake. For the selected case of Urban District Shehia, the researcher is expected to learn more on the administration system well as getting an insight of its achievements and challenges.

## 2.2 Empirical Review

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## 3.0 Study Methodology

This study was conducted at Urban District Unguja at the Shehia Kwamtipura, Mwembemakumbi, Mwembeshauri, Kilimahewa Juu. Researcher used a case study research design with qualitative approach for data collection whereby the population of the study involved five Shehias from Urban District Unguja which including both Sheha's and Shehia's community members. The sample size of the study as per qualitative study accounted 44 respondents whereby involved 4 Shehas, and 10 members of Shehia committee from each Shehia. The respondents were obtained through non-probability sampling, where judgemental non-random sampling was used. Finally, the data were collected used semi-structured interview and focus group discussion.

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The collected data were analyzed used thematic data analysis whereby data were organized and prepared by the transcribing interviews so as to get general sense of the information. The respondent was given a code to generate themes for analysis; the code was suitable for presentation. Therefore, the details and presented in form of coding system and quotation to present the findings. Therefore, the final findings were presented through word text narration. For the purpose of ethical consideration, the researcher applied for the research permit from the Second Vice President office of Zanzibar. This permit acts as a legal agreement between the researcher and the authorising body (Second Vice President office- Zanzibar). Further, the researcher presented the findings by only labelling respondents as respondent 1, respondent 2 onward for confidentiality and privacy purposes. Moreover, the researcher also introduced himself to the study participants and ensured them that their responses were treated as confidential and used only for academic purpose.

## 4.0 Findings, Interpretation and Discussion

**Table 1. Demographic characteristics of Respondent**

| Variable        | Categories   | Frequency | Percentage     |
|-----------------|--------------|-----------|----------------|
| Sex             | Male         | 14        | 31.8%          |
|                 | Female       | 30        | 68.2%          |
|                 | <b>Total</b> | <b>44</b> | <b>100%</b>    |
| Age             | 30-35        | 7         | 15.9%          |
|                 | 40-45        | 8         | 18.2%          |
|                 | 45-50        | 10        | 22.7%          |
|                 | 50-55        | 11        | 25%            |
|                 | 60-65        | 8         | 18.2%          |
|                 | <b>Total</b> | <b>44</b> | <b>100%</b>    |
| Education level | Secondary    | 36        | 81.8%          |
|                 | Diploma      | 8         | 18.2%          |
|                 | <b>Total</b> | <b>44</b> | <b>100.00%</b> |
| Marital status  | Married      | 38        | 86.4%          |
|                 | Widowed      | 6         | 13.6%          |
|                 | <b>Total</b> | <b>44</b> | <b>100.00%</b> |

Source: Researcher, 2022

The above findings presented the demographic characteristics of respondents whereby 14(31.8%) were male while 30(68.2%) were female. The researcher safely concluded that there were gender consideration and participation of males and females within this study. To add more, 11 (25%) were age groups 50-55, while 8 (18.2%) were age group 45 - 50, 10 (22.7 %) were age group 40 – 45, 8 (18.2%) were age group 60-65 while the remains 7 (15.9%) were age group 30-35. The results indicated that more respondents belonged to the old age which could be a matter to consider for the Shehias. Moreover, 38 (86.4%) were married while 6 (13.6%) were widowed. From the findings, it can be seen that most of the participants has family with them and they can be a good advisor and administrator to the Shehia. The findings also indicated that, 36(81.8%) had attained secondary education level while 8 (18.2%) attained college and university level. According to the study findings, the proportion of respondents attained secondary education is higher this implies that the workers from Shehias needed more training to gain knowledge in order to reach the global challenges of education and to enable them to carry out their duties effectively.

#### **4.2 The Managerial factors influencing the performance of Shehia administration practice in Urban District Unguja**

The researcher intended to find out how the political factors influencing the performance of Shehia administration practices in Urban District Unguja. Under these objective, three themes have been generated looking at the response of the participants; these were co-operation between Shehias and local government, autonomy of control and decision making and resource and facilities. The below paragraphs presented the findings and discussion of the study.

##### **4.2.1 Co-operation between Shehia and local government**

Co-operation between Shehias and Local Government is the matter of concern so that the Shehia can administer their activities affectively in the Shehia. Majority of respondents perceived co-operation in provisions of funds, budgeting, recruitment of workers as a way to improve local government roles and services.

This can be elaborated through the responses of the participants as follows: -

*“... one among the issue that are needed to be putted in consideration is the co-operation between our offices and the central government because sometime there a lot of problems in our Shehia that are very argent to be implemented we cannot do anything as the office of Shehia even if we have already report the problem but it takes a lot of time the problem to be solved...” (RS8)*

The quotation from the respondents imply that there is low co-operation between the Shehia and local government who is the main organ concerning the local authorities. This signifies that when important issues need to be implemented urgently the local government delay on taking the action concerning the matter, which make the administrative work for the Shehia to be poorly implemented. This result is line with Bakari's (2019) finding which shows that lack of cooperation between local government office and sheha result in less achievement of task and affects community activities.

Another respondent added his views about this issues as quoted here under: -

*"... Shehia are the grassroots of governmental planning and solving people's problems and in order to make the work effective we need a work force but the people we have here in the Shehia who are working to help the government are not an official employees of the government so we advised the central government through local government to employ these people so as to make the implementation of developmental activities affective..." (SR3)*

The quotation of this respondent implies that Shehias do not have the permanent employees who can perform the administrative work of the Shehia which cause the administrative work to be ineffective. As noted by David's (2020) findings that sheha's offices are the ones that understand the basic problems of the society, so, the government has to ensure that they recruit permanent staff and qualified employees to undergo all the administrative task of the Shehia. This will facilitate the implementation of community activities in time including provision of formal letter for getting Zanzibar identity card.

Also another respondent added

*"...we do not know even if the central government considers the Shehias when they are planning their budgets because even if the District collects the revenue from the Shehia itself we do not know how it is benefited from it..." (SR4)*

The implication of this quotation shows that even if the Shehia are the main source of revenue collection in the District, the local government does not give a chance to the Shehias to participate on the allocation of that revenue that has been collected from their Shehias. This result to the limited information and reference of financial record from sheha's office.

However, the participant during the FDG argued that, lack of proper planning and insufficiency of the budget are also among the political factor that affect Shehia administration.

*"...we believe that our Shehia can be improved when the central government has a proper planning and priorities on the Shehia and this can be done only if they we be ready to cooperate with us..." (SCM8)*

This quotation of the respondent implies that the central government does not know the priorities of the Shehia where they should allocate enough fund and other related financial resources so as to improve the Shehia office. This will result failures to Shehia's office in the sense that it can be very difficult for those office to implement its daily activities and to ensure effective administration in the planning activities.

Another respondent added

*"...Alhamdulillah our government do their best to make sure that our Shehia are working in a better condition but frankly speaking we get a very tough situation in working in these Shehia as you can see we do not have even the official offices most of us our homes are our offices..." (SCM3)*

The quotation implies that the administration of Shehia practices is being hindered by both poor working environment and poor physical facilities. This suggests that the central government lack financial resources in order to build physical facilities and infrastructure to sheha's offices. This means that offices that the central government

has given them to undergo their daily activities are very poor and most of sheha use their own houses as their offices.

However, another respondent added concerning the matter as shown the quotation:

*"...Up to now our LGAs do not formulate the ways of assessing their performance and accountability to the shehas, but within our offices we try to organize the strategic planning based on the central government priorities, this remains to the implementation of the authority within particular local area. However, we do our best to ensure that the planned activities are done and completed on time, but the assessments remain within the offices not to the local government offices..." (SCM30)*

The quotation from the respondent imply that the central government has not set proper guidelines that can be used to supervise the work of the Shehia or the guideline has not been communicated to the local authority leaders, as we know that any administrative work should be assessed at the end so it could be better if there are a set of guidelines that govern them.

Another respondent added that:

*"...when you come to the equipment also is a big problem.... wonder! the office of sheha has only book for keeping records as we know we are in the word of science and technology, it would be better if each sheha could be given even one computer so as it can be used to plan and implement Shehia activities instead of keeping records in books.... the government has to consider shehas also in these things..." (SM6)*

The quotation implies that the issue of resources and equipments is a matter to be considered in Shehia administration in Urban District Unguja. This signifies that the resources that are being used by the Shehia are at the low quality and outdated equipment as discussed by the participant.

Another respondent explained as follows during the interview:

*"...May be other Shehia does not have some challenges that face their performance, but our Shehia has many challenges, from all of those challenges the biggest ones are political influence, lack of guideline for our activities, financial problems, in facts these are setbacks for the development within our local areas as well as whole country..." (SCM25)*

The Shehia administration is influenced by the political issues where by the ruling party is the one who is giving orders on every matter concerning the Shehia.

These quotations imply that, there are no proper rules and guidelines that are used by the Shehia to direct them, as a means of making them working in a proper way many Shehia uses their experiences to formulate their guidelines that will govern them in their daily activities.

The findings from Focus Group Discussion and interview session showed that all Shehias lacked well-formulated and organized policies and methods of measuring and assessing their performance and accountability. This clearly shows that many Shehias use their own traditional methods in performing their activities. This result to the ineffective and poor efficiency of the activities implemented by shehas. This is because they lack a formal guidelines and policies that govern their activities. This finding is supported by many participants who commented that may be there are extrinsic ways that the authorities tend to use to assess their effectiveness even though the ways are not familiar to them. Also in adequate resources and equipment is one among the factors that affect Shehia administration of Urban District Unguja.

These data are supported by Ahmad's (2013) findings which revealed that the smooth running of the society needs to be cemented from the grassroots through adequate representations, policy formulations, implementations, and

equitable distributions of resources and services. Whereby all of these can be incorporated from the grassroots levels including Shehias's offices.

#### **4.2.2 Autonomy of control and decision making**

One among the objectives of the local government establishment was to facilitate development and democracy in the country. Local governments exist under section 145 of the constitution of the United Republic of Tanzania (Mzee, 2018) and have autonomy and mandate to exercise powers such as to raise revenue and plan to allocate resources under guiding laws. Shehias are parts of Local governments that are under District officer (Mutahaba, 2012).

During the interview and focus group discussion the participants presented their ideas concerning the matter as follows: -

*"...In our Shehia everything we are doing is originated from the central government we cannot do anything as part of our own decision anything that you see that is happening in the Shehia we are only receiving orders from district office..." (SR2)*

The quotation implies that the Shehias do not have any powers in making the decision concerning their local areas. This means that what they are implementing are the orders from their superiors or leaders from the central government. This reduces the effectiveness and efficiencies in the daily activities since they are incapable of making decisions on the major issues pertaining their offices.

Another respondent narrated her view about the population size in her Shehia as follows:

*"...what we can do is only advising the government on what to be done in our Shehia so as to insure that when they make decision on developmental activities in the Shehia they touch the areas which need priority but sometime they decide what they think is the best for us..." (SR4)*

The quotation of the respondent imply that the Shehias are being given the chance to provide their opinions on their developmental decision but most of the time the opinion that they have provide they do not put them into consideration as the results the planning becomes different from what they have advise to the central government.

The results from interview agreed with many participants from focus FGD who agreed that autonomy is the issue to be addressed in the Shehias and the ideas was narrated here under: -

*"...Alhamdulillah our government is doing a lot of effort to insure that our Shehia is developed as you can see that the Shehias are not as they were before some of them was in a bad state but now they have improved but despite the development that we get, the main problem is that as the people who knows exactly what is the best in our Shehia we cannot decide on the area which can be given a high priority what we can do is implementing what we have been ordered to do..." (SCM17)*

The quotation from the findings imply that the government try their level best to insure that the Shehias are in good conditions but the central government do not give the chance to the Shehia to decide for themselves because they are the ones who knows what is the best for their community.

Also, a similar issue has been addressed as it quoted by another respondent that:

*"...we are only addressing important issues that we think need to be taken into consideration when central government and they are the one who decide what is best for our Shehia..."(SCM1)*

The quotation implies that the government is giving the chance to the Shehia to contribute on the matter concerning the problem in the Shehia but they are the one who decide for them.

Similarly, another respondent added that:

*“...For me, yaaah like she said.... even the developmental activities that we want in our Shehia we have to inform the District office if they agree with the activity then we proceed but if they say no we cannot do anything...” (SCM4)*

The quotation implies that nothing can be done without taking the permission from the upper institution of the Shehia, there must be an approval on whatever they want to do in the Shehia.

Source: field data, 2022

The finding showed that, many Urban District Shehias do not have the autonomy, so the Shehia should be given priority in given full autonomy. Central government has to give full autonomy and discretion power to collect and use revenues of their natural resources available and other related taxes. The Shehia could decide what and how to do for the constraints faced them on the level of decision making and the programs or projects to be conducted. This was evidenced by the response of all the respondents. The central government should reduce interference to local level and create power relation that enhances development. The result above implies that lack of autonomy in decision making and revenue collection affects the effectiveness and efficiency of daily activities performed by Shehia office. This is because they will lack proper planning and organization of their activities since they are confined in terms by decision made the central government. For the Shehia office to implement its activities effectively, they need to be independent in terms of making full decision pertaining to their daily actions. This suggests the clear autonomy from Shehia office as a paramount factor that establishes working integration between local government and central government.

The above data were supported by Obeten and Onyenemerem's (2019) findings which indicated that financial, political as well as administrative autonomy of the local government areas is desired to empower the local governments in their goal for effective and sustainable transformation of rural areas. This clearly means that the access of Shehia's autonomy influences much of the activities performed by shehas. This is because the office may get the opportunity to freely plan, organize and allocate resources effectively based on the emerging needs take place in their offices.

#### **4.2.3 Resources and facilities**

High-quality outputs (services) require high-quality inputs. Working with low quality material decreases employees' productivity Availability of resources affects the quality of healthcare services the resource shortage also increases employees' job stress, which consequently affects the quality of their work. As the respondent quoted:

*“...There is the need to have computers in our offices. We need to have a record of number of people, important events that occurs in our Shehia but we have only books for keeping information and records...” (SR5).*

High-quality outputs (services) require high-quality inputs. Working with low quality material decreases employees' productivity. This can be explained as one among the participant during the interview quoted:

*“The resources we are using are not modern equipment. Therefore, it takes more time to do our job we are in the world of science and technology so we have to change the way we are used to...” (SR1).*

The quotations imply that the implementation of different administrative tasks in the Shehia becomes very difficult; this is due to the local equipments they are using in their daily activities.

During the Group Discussion the participants also provide their views concerning the matter as quoted here under:

*“...we are the one who are dealing with the society but we have nothing which can facilitate our work ...we need even a bicycle to be able to go to different places in the Shehia when something important occur...we have to walk by foot all the time to reach at the area of the problem which consume a lot of time...” (SCM5)*

This imply that the resources and facilities in operating the Shehia activities of the Shehia are inadequate as a results that the performance of the sheha becomes low, no work can be implemented without having a proper resources and facilities which can make the work easily implemented.

## **5.0 Conclusion and recommendations**

### **5.1 Conclusion**

The study was aimed to determine the managerial factors influencing the performance of Shehia administration practices of Urban District Unguja. The study was conducted at Urban District Unguja at the ShehiaKwaMtipura, MwembeMakumbi, MwembeShauri, KilimahewaJuu with applied of a case study research design, the data was obtained by qualitative approach used semi-structure interview and focus group discussion from 44 study respondents. The respondents were obtained through non-probability sampling, where judgemental non-random sampling was used. Finally, the data were collected used semi-structured interview and focus group discussion. The collected data were analyzed used thematic data analysis whereby data were organized and prepared by the transcribing interviews so as to get general sense of the information. The respondent was given a code to generate themes for analysis; the code was suitable for presentation. Therefore, the details and presented in form of coding system and quotation to present the findings. Therefore, the final findings were presented through word text narration.

The findings of the study based on the respondents information indicated that, 14(31.8%) were male while 30(68.2%) were female. To add more, 11 (25%) were age groups 50-55, while 8 (18. 2%) were age group 45 - 50, 10 (22.7 %) were age group 40 – 45, 8 (18. 2%) were age group 60-65 while the remains 7 (15.9%) were age group 30-35. Moreover, 38 (86.4%) were married while 6 (13.6%) were widowed. The findings also indicated that, 36(81.8%) had attained secondary education level while 8 (18.2%) attained college and university level.

The findings also show that. Co-operation between Shehia and local government is among the managerial factors influencing the performance of Shehia administration practices in urban district Ungujawhereby sheha need to receive a good cooperation from the local government in order to operate their task effectively, without a suitable cooperation, the performance of Shehia administration will be poor. Likewise, autonomy of control and decision making were also among the discussed factor influencing the performance of Shehia administration at urban district Unguja whereby, the Shehia administration used to receive order from the central government and take them into implication, while sometime they need to have autonomy of leading by themselves and offer their decision in order to operate their task properly. To add more, resources and facilities is also among the managerial factors influencing the performance of Shehia administration at Urban District Unguja, whereby shehia administration they have some facilities which are old for the using in their office which demanded electronic machines like computer for store and retrieve the important information relating to their shehia.

### **5.2 Recommendations**

Based on the conclusion of this study, the following recommendations have been the suggested as follows:

Provision of adequate and modern equipment's on the Shehia administration activities. The central government should ensure the provision of the modern equipment is strengthened for the proper implementation of their

administrative work. Likewise, provision of enough funds to the Sheha's office. Shehias should be provided with enough funds in order to perform their daily duties effectively. To add more, the government should offer technical and financial support from central government need to be fully considered. The central government has to ensure the availability of financial support to the Shehia so as to make them independent.

The study was focused on managerial factors influencing the performance of Shehia administration at Urban District Unguja, therefore, a similar study should be repeated, but with large and more representative sample and scope. This could provide more data about local government authorities' development, challenges, and administration performance, likewise, a study of Shehia effectiveness and community participation in Zanzibar within selected district (s) should be conducted; this will provide information about relationship between the LGs effectiveness and human right to their local people

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