Local Leaders’ Perception of Accountability in Service Delivery: A Case Study of Dar es Salaam City Council in Tanzania

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Local Leaders’ Perception of Accountability in Service Delivery: A Case Study of Dar es Salaam City Council in Tanzania

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DECLARATION

I Robert Renatus Bujiku, with matric number 16010090, from the Faculty of Social Sciences and Humanities hereby declare that the work entitled “Examining Local Leaders’ Perception of Accountability in Service Delivery: A Case Study of Dar es Salaam City Council in Tanzania” is my original work. I have not copied from any other students’ work or from any sources except where due reference or acknowledgement is made explicitly in the text, nor has another person written any part for me. This thesis has not been accepted for any degree and is no concurrently submitted in the candidature of any other degree.

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ABSTRACT

This study is about local leaders’ perception of accountability in service delivery; the study has theoretical and methodological contribution in the field of accountability implementation practice in the context of developing countries, in particular, Dar es Salaam city council in Tanzania. While accountability is extensively discussed in the literature, there has been a very little work done, theoretically and methodologically on how individual local leader perceive accountability concept, and its implementation practice in service delivery at local governance level. Since accountability is a multi-dimensional and multidiscipline notion, yet there is inconsistency in literature regarding the meaning of accountability. The central focus of this study is to understand individual perceived meaning of accountability concept and its practice within Dar es Salaam city council in Tanzania, which has also not been comprehensively explored. When one considers the complexity and multi-dimensionality of the notion accountability, one also should question if local leaders comprehend the meaning of accountability as well as the effect of lack of accountability in social and public service delivery. Thus, this study aims to address these important theoretical and methodological gaps by providing a detailed case study of local leaders’ perception of accountability in Dar es Salaam city council. In achieving the expected qualitative results, data collection and analysis is done through well combined qualitative data tools, these include; observation, focus group discussion (FGD) and in-depth interview (IDI). Moreover, a total of 146 participants were purposively selected through snowball quota sampling from the five districts of Dar es Salaam city council; whereby 102 participants were selected to participate in FGDs, and 44 participants were selected to participate in IDIs so that to generate originality and trustworthiness of the empirical findings discussed in this research. The results obtained from this study indicate
that there is misperception of accountability notion amongst local leaders in Dar es Salaam city council, as accountability is perceived as a process of implementing daily activities. Regardless of disharmony in defining accountability, such definitions by local leaders contradict the existing truth about accountability notion; scholars specify that the meaning of accountability is comprehensive when aspects of answerability, participation, transparency, and controllability are well articulated in understanding the concept. Since local leaders in Dar es Salaam were not aware with those specified aspect of accountability meaning, their misperception appeared to accelerate lack of accountability across the Dar es Salaam local governments. Thus, in order to have effective implementation of accountability at local level, the study recommends soundable comprehensive accountability training programs to local leaders so that to equip them with knowledge and skills about accountability notion and its practice in service delivery. Besides, the study suggests to policy makers and other local stakeholders to think about overhauling, and restructuring accountability system in Dar es Salaam city council so that to enhance accountability practice.

Keywords: Accountability, perception, service delivery, local leaders, Dar es Salaam
Persepsi Pemimpin Tempatan terhadap Akauntabiliti dalam Perkhidmatan Penghantaran: Satu Kajian Kes di Majlis Bandaraya Dar es Salaam, Tanzania

ABSTRAK

Kajian ini adalah mengenai persepsi pemimpin tempatan terhadap akauntabiliti dalam perkhidmatan penghantaran; kajian ini memberi sumbangan dari segi teori dan metodologi dalam bidang perlaksanaan akauntabiliti dalam konteks negara membangun, khususnya majlis bandaraya Dar es Salaam, Tanzania. Meskipun topik mengenai akauntabiliti ini sering dibincangkan dalam kajian literatur, namun tidak banyak yang telah dibincangkan dari segi teori dan metodologi iaitu bagaimana seseorang pemimpin tempatan melihat konsep akauntabiliti, dan perlaksanaannya di dalam perkhidmatan penghantaran di peringkat tadbir urus tempatan. Akauntabiliti mempunyai pelbagai dimensi dan konsep, namun terdapat ketidakseimbangan dari segi maknanya di dalam literatur. Fokus utama kajian ini adalah untuk memahami pemahaman seseorang individu mengenai konsep akauntabiliti dan perlaksanaannya di peringkat majlis bandaraya Dar es Salaam, Tanzania yang juga masih belum dikaji secara terperinci. Apabila seseorang mengambil kira mengenai kompleksiti dan kepelbagaian dimensi konsep akauntabiliti, seseorang individu juga akan membincangkan tentang bagaimana pemimpin tempatan memahami makna akauntabiliti serta kesan dari kekurangan akauntabiliti dalam sosial dan perkhidmatan penghantaran awam. Oleh itu, kajian ini adalah bertujuan untuk membincangkan jurang dari segi metodologi dan teori dengan memberikan kajian kes yang terperinci mengenai persepsi pemimpin tempatan terhadap akauntabiliti di majlis bandaraya Dar es Salaam. Bagi mencapai jangkaan keputusan kajian kualitatif, pengumpulan data dan analisis telah dilakukan dengan menggunakan beberapa gabungan kaedah penyelidikan termasuklah pemerhatian, perbincangan kumpulan berfokus (FGD)
dan temuduga terperinci (IDI). Selain itu, seramai 146 orang responden telah dipilih melalui persampelan snowball quota dari lima daerah di majlis bandaraya Dar es Salaam; iaitu seramai 102 orang telah dipilih untuk terlibat dalam FGDs, dan 44 orang telah dipilih untuk terlibat dalam IDIs agar dapat mewujudkan keaslian dan amanah dapanan empirical yang telah dibincangkan dalam kajian ini. Dapatan kajian yang diperoleh dalam kajian ini mendapati bahawa terdapat salah persepsi mengenai makna akauntabiliti dalam kalangan pemimpin tempatan di majlis bandaraya Dar es Salaam, dan ianya diertikan sebagai proses pelaksanaan aktiviti harian. Walaupun wujud pertikaian dalam menentukan makna akauntabiliti, definisi yang diberikan oleh pemimpin tempatan adalah bertentangan dengan makna sebenar akauntabiliti; para sarjana menyatakan bahawa makna akauntabiliti adalah komprehensif apabila mengambil kira aspek kebolehjawaban, keterlibatan, ketelusan, dan kebolehkawalan yang telah diekpresikan dalam pemahaman konsep. Walaupun para pemimpin tempatan di majlis bandaraya Dar es Salaam tidak sedar mengenai aspek makna akauntabiliti, salah persepsi mereka sekaligus menyebabkan kekurangan akauntabiliti di semua kerajaan tempatan di Dar es Salaam. Oleh itu, bagi memperoleh perlaksanaan yang efektif di peringkat tempatan, kajian ini mencadangkan program latihan akauntabiliti secara komprehensif dilakukan kepada pemimpin tempatan agar dapat melengkapkan mereka dengan pengetahuan dan kemahiran mengenai akauntabiliti dan amalan di perhidmatan penghantaran. Selain itu, kajian ini juga mencadangkan agar pembuat polisi dan pihak berkepentingan memikirkan mengenai membaik pulih dan pengstrukturkan semula sistem akauntabiliti di majlis bandaraya Dar es Salaam agar dapat meningkatkan amalan akauntabiliti.

**Kata kunci:** Akauntabiliti, persepsi, perhidmatan penghantaran, pemimpin tempatan, Dar es Salaam
# TABLE OF CONTENTS

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>DECLARATION</td>
<td>i</td>
</tr>
<tr>
<td>ACKNOWLEDGEMENT</td>
<td>ii</td>
</tr>
<tr>
<td>ABSTRACT</td>
<td>iii</td>
</tr>
<tr>
<td>ABSTRAK</td>
<td>v</td>
</tr>
<tr>
<td>TABLE OF CONTENTS</td>
<td>vii</td>
</tr>
<tr>
<td>LIST OF TABLES</td>
<td>xiv</td>
</tr>
<tr>
<td>LIST OF FIGURES</td>
<td>xv</td>
</tr>
<tr>
<td>LIST OF ABBREVIATIONS</td>
<td>xvi</td>
</tr>
<tr>
<td><strong>CHAPTER 1: INTRODUCTION</strong></td>
<td>1</td>
</tr>
<tr>
<td>1.1 Background of the Study</td>
<td>1</td>
</tr>
<tr>
<td>1.2 Gap in Existing Literature</td>
<td>7</td>
</tr>
<tr>
<td>1.3 The Problem Statement</td>
<td>10</td>
</tr>
<tr>
<td>1.4 Research Questions</td>
<td>12</td>
</tr>
<tr>
<td>1.5 The General Objective of the Research</td>
<td>13</td>
</tr>
<tr>
<td>1.6 Specific Objectives</td>
<td>13</td>
</tr>
<tr>
<td>1.7 Significance of the Study</td>
<td>13</td>
</tr>
<tr>
<td>1.8 Scope of the Study</td>
<td>15</td>
</tr>
<tr>
<td>1.9 Operational Definitions</td>
<td>16</td>
</tr>
<tr>
<td>1.9.1 Accountability</td>
<td>16</td>
</tr>
<tr>
<td>1.9.2 Accountability Hindrance</td>
<td>17</td>
</tr>
<tr>
<td>1.9.3 Local Leader</td>
<td>18</td>
</tr>
<tr>
<td>1.9.4 Perception</td>
<td>18</td>
</tr>
</tbody>
</table>
## 2. Introduction to Tanzania

### 2.1. Defining Local Government

### 2.2. The Brief History of Local Government and Accountability in Tanzania

#### 2.3.1. Local Government and Informal Accountability before the Colonial Era

#### 2.3.2. Local Government and Accountability during the Colonial Period

#### 2.3.3. The Local Government and Accountability in the Period between 1961 and 1972

#### 2.3.4. Local Government Accountability and Decentralization Policy (1972-1982)

#### 2.3.5. Reforming Local Government and Accountability Practices (1972-1984)

#### 2.3.6. The Local Government Reform Programme (LGRP) and Accountability

### 2.4. Structure of Local Government Administration and Accountability

#### 2.4.1. Rural Councils and Accountability

#### 2.4.2. Urban Councils and Accountability

#### 2.4.3. Local Elections and Accountability

#### 2.4.4. Urban Elected Representatives and Accountability

#### 2.4.5. Urban Community Participation and Accountability

#### 2.4.6. Organized Local Government Under-ALAT and Accountability

#### 2.4.7. Accountability in Local Service Delivery

#### 2.4.8. Local Government Accountability approach in Tanzania

### 2.5. Local Government and Accountability during a Single Party System 1965-1991
CHAPTER 3: LITERATURE REVIEW AND THEORETICAL FRAMEWORK

3.1 Introduction

3.2 Conceptualizing Accountability

3.3 Definitions of Accountability

3.4 Types of Accountability Approaches
   3.4.1 Political Accountability approach
   3.4.2 Social Accountability Approach
   3.4.3 Public Accountability Approach
   3.4.4 Fiscal Accountability Approach
   3.4.5 Legal Accountability Approach
   3.4.6 Professional accountability Approach

3.5 Accountability Mechanisms
   3.5.1 Accountability as Answerability
   3.5.2 Accountability as Controllability
   3.5.3 Accountability as Transparency
   3.5.4 Accountability as Participation

3.6 Accountability Framework
   3.6.1 The Standards of Accountability (Accountability for What)
   3.6.2 The Agents of Accountability (Accountable to Whom)
   3.6.3 The means of Accountability (Accountable but how)

3.7 Local Leaders and Accountability
3.8 Accountability and Local Government
3.9 Local Leaders and Service Delivery
3.10 Accountability in Service Delivery
3.11 Understanding Perception and Accountability
  3.11.1 Characteristics of Perception in Accountability Organizational Behaviour
3.12 Perception of Accountability as the Social Relation
3.13 Perception of Accountability and Multiparty Politics
3.14 Patronage Politics and Accountability
3.15 Accountability Globally
3.16 African Perspective of Accountability at Local Level
3.17 Tanzanian Perspective of Accountability at Local Level
3.18 Theoretical Framework
  3.18.1 The Principal-Agent Theory Conception of Accountability
    3.18.1.1 Criticism over the Theory
    3.18.1.2 Application of Theory
  3.18.2 Perception Theory
    3.18.2.1 Criticism over Perception Theory
    3.18.2.2 Application of the Theory
  3.18.3 The Structure and Agency Theory
    3.18.3.1 Criticism Over Structure and Agency Theory
    3.18.3.2 Application of the Theory
3.19 Conceptual Framework
3.20 Conclusion
### CHAPTER 4: CASE STUDY OF DAR ES SALAAM CITY COUNCIL

<table>
<thead>
<tr>
<th>Section</th>
<th>Title</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>4.1</td>
<td>Introduction to Dar es Salaam</td>
<td>132</td>
</tr>
<tr>
<td>4.2</td>
<td>Structure of the Dar es Salaam City Council</td>
<td>133</td>
</tr>
<tr>
<td>4.2.1</td>
<td>Sub-Wards</td>
<td>134</td>
</tr>
<tr>
<td>4.2.2</td>
<td>The Ward</td>
<td>135</td>
</tr>
<tr>
<td>4.2.3</td>
<td>Municipal Council</td>
<td>137</td>
</tr>
<tr>
<td>4.2.3.1</td>
<td>Powers and Functions of Municipal</td>
<td>138</td>
</tr>
<tr>
<td>4.2.4</td>
<td>City Council</td>
<td>139</td>
</tr>
<tr>
<td>4.3</td>
<td>The Leadership Structure of the Dar es Salaam City Council</td>
<td>140</td>
</tr>
<tr>
<td>4.3.1</td>
<td>Functions and Powers of the City Council</td>
<td>141</td>
</tr>
<tr>
<td>4.3.2</td>
<td>Challenges Facing Service Provision in Dar es Salaam City Council</td>
<td>141</td>
</tr>
<tr>
<td>4.4</td>
<td>Dar es Salaam Administrative Structure</td>
<td>143</td>
</tr>
<tr>
<td>4.5</td>
<td>Why Case Study of Dar es Salaam</td>
<td>145</td>
</tr>
<tr>
<td>4.5.1</td>
<td>Kigamboni District</td>
<td>148</td>
</tr>
<tr>
<td>4.5.2</td>
<td>Ubungo District</td>
<td>149</td>
</tr>
<tr>
<td>4.5.3</td>
<td>Temeke District</td>
<td>150</td>
</tr>
<tr>
<td>4.5.4</td>
<td>Ilala District</td>
<td>151</td>
</tr>
<tr>
<td>4.5.5</td>
<td>Kinondoni District</td>
<td>152</td>
</tr>
</tbody>
</table>

### CHAPTER 5: METHODOLOGY

<table>
<thead>
<tr>
<th>Section</th>
<th>Title</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>5.1</td>
<td>Introduction</td>
<td>154</td>
</tr>
<tr>
<td>5.2</td>
<td>Setting of the Study Area</td>
<td>154</td>
</tr>
<tr>
<td>5.2.1</td>
<td>Residents of Dar es Salaam</td>
<td>155</td>
</tr>
<tr>
<td>5.3</td>
<td>Research Philosophy</td>
<td>156</td>
</tr>
<tr>
<td>5.4</td>
<td>Case study (Research Design)</td>
<td>158</td>
</tr>
</tbody>
</table>
5.5 Sampling and Sample Size 160
5.6 Sampling Procedures 163
5.7 Social Demographic 164
5.8 Inclusion and Exclusion criteria 166
5.9 Ethnographic Research Approach 166
5.10 Tools for Data Collection 168
5.11 Observation 169
5.12 Focus Group Discussion (FGD) 169
5.13 In-depth Interview (IDI) 170
5.14 Pilot study 171
5.15 Pre-field Activities 172
5.16 Fieldwork 173
5.17 Assumptions 175
5.18 Ethical Consideration 176
5.19 Trustworthiness and Dependability (Validity and Reliability) 177
  5.19.1 Credibility 179
  5.19.2 Dependability 180
  5.19.3 Transferability 180
  5.19.4 Confirmability 181
5.20 Field challenges and How to Overcome 181
5.21 Data Analysis Management 182
  5.21.1 Transcription and Translation 183
5.22 Coding and Analysis 184
5.23 Brief Researcher Positionality 185
5.23 Conclusion

CHAPTER 6: RESULTS AND DISCUSSION

6.1 Introduction

6.2 The Local Leaders’ Perception of Accountability in Service Delivery
   6.2.1 How Does Local Leader Perceive Accountability Notion
   6.2.2 Summary of Discussion

6.3 To What Extent The Local Leaders Consider Themselves as Accountable to the Local Community
   6.3.1 Local Leaders’ Accountability Implementation Practices
   6.3.2 Summary of Discussion

6.4 What are the Factors That Hinders the Implementation of Accountability in Service Delivery
   6.4.1 The Factors Hinder Implementation of Accountability in Service Delivery
   6.4.2 Summary of Discussion

6.5 Chapter summary

CHAPTER 7: SUMMARY, CONCLUSION AND RECOMMENDATIONS

7.1 Introduction

7.2 Summary

7.3 Contribution to the Knowledge

7.4 The Future Implication of the Study

7.5 Strengths and Limitation of the Study

7.6 Recommendations

REFERENCES

APPENDICES
LIST OF TABLES

<table>
<thead>
<tr>
<th>Table</th>
<th>Description</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Table 2.1</td>
<td>Structure of Local Government</td>
<td>35</td>
</tr>
<tr>
<td>Table 4.1</td>
<td>Local Leaders Representation in Dar es Salaam City Council</td>
<td>144</td>
</tr>
<tr>
<td>Table 5.1</td>
<td>Distribution of Participants</td>
<td>161</td>
</tr>
<tr>
<td>Table 5.2</td>
<td>Occupational Distribution of Focus Group Discussion Participants by the District</td>
<td>164</td>
</tr>
<tr>
<td>Table 5.3</td>
<td>Demographic and Social Characteristics of Focus Group Discussion</td>
<td>164</td>
</tr>
<tr>
<td>Table 5.4</td>
<td>Occupation of In-depth Interview Participants</td>
<td>165</td>
</tr>
<tr>
<td>Table 5.5</td>
<td>Demographic and Social Characteristics of In-depth Interview Participants</td>
<td>165</td>
</tr>
</tbody>
</table>
LIST OF FIGURES

Figure 2.1  World Map Showing Location of Tanzania  21
Figure 2.2  Local Government Accountability Structure  44
Figure 3.1  The Perception of Accountability Conceptual Framework  129
Figure 4.1  Administrative Map of Dar es Salaam  133
Figure 4.2  Structure of local Government Authorities in Dar es Salaam  143
Figure 4.3  Central Business of Dar es Salaam Business District  145
Figure 4.4  Overcrowded Kariakoo Market in Dar es Salaam  146
Figure 4.5  Perceptual Model of Accountability  153
Figure 5.1  Map of Dar es Salaam City  155
Figure 6.1  Focus Group Discussion at Msongola Subward in Temeke District  194
Figure 6.2  Subward Local Leader Addressing Meeting in Dar es Salaam City Council  211
Figure 6.3  Councillors from CHADEMA, CUF, and CCM in Argument and Fight Mood  230
LIST OF ABBREVIATIONS

AIDS Acquired Immuno Deficiency Syndrome
ASP Afro Shiraz Party
ALAT Association of Local Authorities of Tanzania
CAG Controller Auditor General
CBD Central Business District
CBO Community Based Organization
CCM Chama Cha Mapinduzi
CHADEMA Chama cha Demokrasia na Maendeleo
CSO Civil Society Organization
CUF Civic United Front
DAS District Administrative Secretary
DC District Commissioner
DCC Dar es Salaam City Council
DED District Executive Director
DLA Dar es Salaam Local Authority
DO District Officer
FBO Faith Based Organization
FGD Focus Group Discussion
FSSH Faculty of Social Sciences and Humanities
GDP Gross Domestic Product
HIV Human Immuno Virus
IDI In-depth Interview
IMC Ilala Municipality Council
IMF  International Monetary Fund
KPI  Key Performance Indicator
KMC  Kinondoni Municipality Council
LGA  Local Government Authority
LGRP  Local Government Reform Programme
MAMPU  Malaysian Administration Modernization Management Planning Unit
MP  Member of Parliament
NBS  National Bureau of Statistics
NEC  National Electoral Commission
NGO  Non-Governmental Organization
O & OD  Opportunity and Obstacles to Development
OGP  Open Government Partnership
PC  Provincial Commissioner
PMO-RALG  Prime Minister’s Office for Regional Administration and Local Government
PO-RALG  President’s Office for Regional Administration and Local Government
RAS  Regional Administrative Secretary
RC  Regional Commissioner
REPOA  Research on Poverty Alleviation
SEO  Sub-ward Executive Officer
TANU  Tanganyika African National Union
TEO  Township Executive Officer
<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Full Form</th>
</tr>
</thead>
<tbody>
<tr>
<td>TMC</td>
<td>Temeke Municipality Council</td>
</tr>
<tr>
<td>UNIMAS</td>
<td>Universiti Malaysia Sarawak</td>
</tr>
<tr>
<td>URT</td>
<td>United Republic of Tanzania</td>
</tr>
<tr>
<td>VEO</td>
<td>Village Executive Officer</td>
</tr>
<tr>
<td>WB</td>
<td>World Bank</td>
</tr>
<tr>
<td>WDC</td>
<td>Ward Development Committee</td>
</tr>
<tr>
<td>WEO</td>
<td>Ward Executive Officer</td>
</tr>
<tr>
<td>WW1</td>
<td>World War 1</td>
</tr>
</tbody>
</table>
CHAPTER 1
INTRODUCTION

1.1 Background of the Study

The need to improve accountability in governance systems has been a serious global concern since the mid-1960s onwards, when researchers (Hirschman, 1970; Sinclair, 1995; Dubnick, 1998; Schedler, 1999; Mulgan, 2000; Williams, 2006) drew attention of the world to startling lack of accountability in public goods and services, particularly in the developing countries. This situation led the World Bank and International Monetary Fund (IMF) to come up with the Structural Adjustment Programme (SAP) in the 1980s that had a set of conditions.

World Bank and IMF studies’ (the 1980s) about governance and the limit of accountability show that among those conditions, the (SAP) programme stressed on the free market economy, and devolution of governance system so that to improve accountability practices in developing countries (Burki, Perry, Eid, Freire, Vergara & Webb, 2000). The reason was to make sure that there is democratic participation of citizens, equitable and timely provision of public services in governance matters. However, regardless of these initiatives lack of accountability still a prominent problem in most developing countries, especially in local governance structures (Ribot, 2002; Romzek, 2000).

Wilkins (2002) in his study about accountability and joined up government, he examined the status of accountability in Australia, United Kingdom, and Canada, and he concluded that accountability still challenging actors at all government tiers particularly in having an understanding on how to define the lines of responsibility and accountability.
Romzek & Dubnick (2000) in their study about accountability notion stressed that accountability is a significant component in societies that intend to maintain good governance and encourage equitable and timely effective public service delivery. Besides, according to Romzek & Dubnick (2000) “Accountability referred to a relationship in which an individual or agency is held to answer for performance that involves some delegation of authority to act.” Accountability has been a substantial concept in addressing good governance practices in public service delivery due to its nature of addressing the issue of the relationship of actors in the community (Dubnick, 2000).

Studies show that countries around the world are struggling with the prevalence of lack of accountability, particularly accountability at the local level, which has been in the forefront discussion in many developing countries throughout the world (Christensen & Lægreid, 2015). For that reason, conceptualizing the meaning of accountability is inevitable for a society that needs to implement effective good governance, and assuring its people timely, and effective public service delivery (Devas & Grant, 2003).

The lack of accountability in governance institutions has attracted a number of scholars around the world (Frink & Klimoski, 1998; Romzek, 2000; Mulgan, 2000; Behn, 2001; Dubnick, 2005; World Bank, 2005; Hyden & Goran, 2010; Blind, 2011; Bovens, 2014) to initiate studies in this field to explore the practice of accountability in the societies. Regardless of numerous studies by scholars, it has not always been easy to harmonize understanding of accountability notion in one general sense. It means that if there is a challenge of conceptualizing the meaning of accountability concept at the level of scholars and elites, what about to a nonprofessional at the local governance which is obligatory needed to implement it (Mouritzen & Svara, 2002; Dubnick, 2011).
Blind (2011) argues that the notion of accountability has two or more concepts exists that habitually oppose to each other. It means that accountability is abstract because it is associated with among other things, such as obligation, reliability, social equality, impartiality, and integrity. Harmoniously, accountability abstractness influenced by its social relationship multifunctional while its origin lays in bookkeeping whereby account holders required giving rationalizations of their belongings to mandated bodies according to permanent, acceptable measures (Held, 2010). These include familiarization and interpretation of those procedures to get the full meaning of accountability notion (Blind, 2011).

In order to be familiar with accountability procedures at different levels of governance system, Bovens (2005) defines “accountability as a relationship between an actor and a forum, in which the actor has an obligation to explain and to justify his or her conduct, the forum can pose questions and pass judgment, and the actor can be sanctioned”. The previous description embraces the significant features of accountability procedures, as it underscores the significance of the interaction between actors and the forum, emphasizing the obligation and sanctions in case of nonconformity. On the other hand, Onzima (2013) studying accountability in Uganda argues that accountability portrays an under-exploited notion whose connotation remains ambiguous, whose practical limits are unclear and whose internal organization is confusing though it concerns the relationship between principal and agent.

Regardless of the differences in definitions, accountability notion has claimed importance in social, economic, and political organization works, covering three main features (Funnell & Cooper, 1998). At the center of the notion of accountability first, accountability being an interpersonal word. That means one side is accountable to the other
(Brinkerhoff, 2004). Secondary, considered the responsibility of an individual to another. Now, the emphasis placed on the provision of sufficient clarifications for one's actions. Lastly, accountability involves the aptitude to execute sanctions if actions are considered unacceptable (Brinkerhoff, 2004; Eckardt, 2008). Based on what argued here on the accountability notion, therefore, accountability perceived as the practice whereby the government’s organizations and individuals are accountable for their performance (Tan & Egan, 2017). It means that understanding the meaning of accountability and its procedures provide assurances to service providers in implementing good practices of accountability in service provision.

Based on this study, accountability at the local government in Africa and Tanzania, in particular, is facing with the ever-increasing demand for accountability since accountability observed to be the key determinant factor of democratic practices and a fundamental concept in good governance (MacCarthaigh, 2011). For instance in Tanzania, the need to improve accountability practice has always been a concern of the government since the early 1970s when Tanzania decided to devolve governance operations to increase accountability in the local government authorities (Shah, Thompson & Zou, 2004). The demands for accountability at the local level regularly raised by citizens through the local and national public meeting, social media and mainstream media against lack of accountability amongst local leaders (Venugopal & Yilmaz, 2010; Killian, 2017).

These complaints by the citizen and local stakeholders are associated to the perspective of accountability in Tanzania that emphasize on answerability, transparency, participation, and controllability on the way they are supposed to take accountable actions in service delivery (Ringold, Holla, Koziol & Srinivasan, 2011; Killian, 2017). The local leaders who are discussed in this study refer to persons who are politically elected by the