The Challenges Facing Local Government Communication Officers: The Case of Dar es Salaam City, Tanzania

Deodatus Galeba Kazinja [a++*]

[a] School of Journalism and Mass Communication, University of Dar es Salaam, Tanzania.

Author's contribution

The sole author designed, analyzed, interpreted and prepared the manuscript.

Original Research Article

ABSTRACT

Government exists to deliver quality and equitable services amidst increasing public expectations and growing fiscal pressures. One of the key aspects for the delivery of services is effective communication handled by communication staffs. The execution of government communication officer's role is widely experiencing a myriad of challenges of different patterns from one country to another. This paper aimed to identify the challenges faced by communication staff at local councils in Dar es Salaam, which comprises five municipal councils. The study adopted a qualitative approach method and used purposive sampling to select nine (9) communication officers and five (5) Executive Directors) making a sample size of 14 respondents were attended in-depth interviews, observation and documentary review as data collection technique. The gathered data was thematically analysed. The study has revealed that the major challenges facing communication staffs in Dar es Salaam city were organisational structure and misunderstanding of the roles and responsibilities of communication officers leading to other challenges such as budget constraints,

Corresponding author: Email: kazinjad@gmail.com;

poor working environment, insufficient cooperation from other departments and lack of common statutory document guiding their communication functions. The study concludes that, communication activities in five municipal councils of Dar es Salaam were largely not a management function as many of communication officers were not involved in the management meeting where the major decisions about councils were done. The study recommends communication activities to be a management function that will allow communication staffs to be part of committee management meetings.

1. INTRODUCTION

The government communication sector, as depicted in this paper, is an intricate field that is continuously transforming due to various factors such as globalization and technological advancements [1]. The government's obligation to disseminate transparent, veracious, and dependable information to citizens constitutes the philosophical foundation of government communication, emphasizing the government's accountability to provide citizens with transparent, precise, and trustworthy information [2]. In practical terms, it is unfeasible for the government to execute its activities related to policy implementation without a particular mode of communication with the state.

According to Johansson and Raunio [3], government communication is a central feature of political life and over the past few decades, growing resources devoted to communication has been an outstanding trend in the organisation of political executives. In the current period of rapid changes, in which people expect their governments to act responsibly, government communication capacity may determine its success or failure [4]. As to Mkapa [5], the purpose of government communication is to uphold citizens' unalienable rights to information, expression, and accountability. This suggests that governments have the responsibility of fostering conversations and permitting free exchange of ideas. In light of Head [6], governments are required to follow due process, respect civil rights, and ensure that justice prevails in their decision-making.

In their latest discussion, Rafter et al. [7] highlighted that a considerable section of society has a minimal engagement with political matters. It is commonly acknowledged that policy discourse significantly influences how government information is disseminated. Generally, government information aims to achieve two main objectives: keeping the public informed and gaining or retaining votes. Despite the fact that access to government information is available to all, in reality, only a small portion of the population utilizes this resource. The government is aware of this situation and, whether deliberately or unintentionally, directs information towards those who exercise their right to vote or those who may be directly impacted by a specific policy. Enhancing clear and accessible communication between the government and its citizens is crucial in fostering trust. The dissemination of accurate and relevant information during public policy discussions is a critical aspect in this regard.

In the modern era, government communication must address two important issues. Firstly, the valuable role that trusted experts can play in disseminating complex or controversial policy decisions in collaboration with, and on behalf of, the government. Secondly, the distinct responsibilities of politicians and civil servants in government communication, whereby all public communications should be apolitical and centered on the implementation of agreed government policies to prevent confusion [7]. The economic development increases competition among public institutions as each seek for public attention, citizens support and legality from the ruled class resulted into establishment government communication posts headed by communication officers [1].

According to Urban [8], the current fiscal and political environment the government has a limited range of options it can use to pursue policy outcomes. The long-term pressure on the public finances and the always limited capacity to pass new legislation mean that this is likely to continue to be the case. By helping to shape citizens' behaviour, government communications has the potential to be a relatively low-cost contribution to achieving the government's priorities. A rapidly shifting media landscape presents both opportunities and difficulties for the way the government communicates.

Media platforms offering a universal experience to all of their audience are getting less popular, while those giving a personalised experience are growing.8 This will make it easier (and cheaper) for the government to reach specific segments of the population, but harder (and more expensive) to reach everybody at once. The type of media citizens consume is changing, with video becoming an ever more important medium, driven by social media apps like TikTok. Misinformation and disinformation pose new challenges and are weaponised by bad actors seeking to undermine trust in government [8].

In vain with government communication officers' importance, various government institutions have allocated more resources to communication offices in terms of budgets, and human resources. Taylor [9] argues that regularly local governments' communication officers have not been given the powers to show their impact and potentialities on their institutions; instead, they end up clipping files of news stories. In local government in particular, communication officers are not part of the decision-making body known as committee management team (CMT) as a result their communication activities are not aligned with the strategic plan of their councils.

A strategic communication plan that aligns with the strategic plan of public institutions, from central to local government, is crucial. This plan should involve communication officers who are part of the top management. Dozier (1992), cited in Onsongo et al. [10], emphasizes that managers are involved in decision-making processes that use research findings to inform strategic management decisions. Unlike technicians, who receive information from the decision-making body and are expected to act accordingly without being involved in discussions. In Tanzania, the extent to which government communication officers are involved in decision-making and empowered to advise top management on communication-related matters is a critical inquiry that needs to be investigated. This paper aims to identify the challenges faced by communication staff at local councils in Dar es Salaam, which comprises five municipal councils.

1.1 Government Communication Officer

Government communication officers are individuals responsible for handling information dissemination to both internal and external audiences [11]. Other scholars refer to these officers as government employees, who strike a balance between providing accurate, unbiased and comprehensive information and promoting the needs of governments, political leaders, and the public [12]. Putra [13] notes that there is no single title for communication officers in the government sector, but rather various titles such as information officers, communication managers, public relations officers, communication directors, communication marketing managers, public relations affairs officers, and corporate affairs officers/managers, depending on the structure of the government institution. Consequently, it is incumbent upon top management to assess the functions assigned to their communication personnel and determine an appropriate title. In light of this perspective, this paper has effected a substitution of existing titles in the communication domain (and related roles) with the designation "government communication officer."

Fredriksson and Pallas [12] argue that government information should be strategically communicated. In particular, government communication activities need to be formalised to reduce complaints from citizens [6]. In this nature, Queensland (1989), as cited in Head [6] contends that:

> It is legitimate and necessary for government ministers, departments and instrumentalities to employ staff to help ensure the public is kept informed. Media units can also be used, however, to control and manipulate the information obtained by the media and disseminated to the public. Although most government-generated publicity will unavoidably and necessarily be politically advantageous, there is no legitimate justification for taxpayers' money to be spent on politically motivated propaganda. The only justification for press secretaries and media units is that they lead to a community better informed about government and departmental activities. If they fail to do this then their existence is a misuse of public funds, and likely to help misconduct to flourish.

The above citation signifies that the importance of government communication officers is connected to the philosophy that information has to be managed carefully [14].

1.2 Roles of Government Communication Officers

The functions of individuals within the workplace include their regular duties, such as those

outlined by van Heerden [15]. For government communication staff, these duties extend beyond facilitating communication between the government and its publics for prosperity, to encompass the development of an efficient and proactive government communication system through research, training, and information dissemination for good governance and the creation of positive images [16]. Additionally, communication officers play a crucial role in coordinating, planning, executing, and evaluating government policies and programs, as well as attracting local and international investors [17] They are also responsible for creating and planning communication content for dissemination to the public through various media outlets, as noted by Putra [13].

As to Lindenmann [18] any communication officer is subjected to execute the following duties:

- To collect information that communication professionals need to have and to know to do their jobs efficiently and effectively.
- To establish the yardstick of data regarding the opinions of key target audience groups.
- To plan, build up, or perhaps refine a public communications program or activity.
- To record or monitor programs, activities or events that are and can be important to the organisation.
- To assess the overall effectiveness of a particular communication program or activity, by measuring the expected results against a predetermined set of objectives.
- To put in place what, when, how to communicate during the crisis and put the issues involved into proper perspective through emergency monitoring.
- To know at what time and in which environment to provide an appropriate support in publicizing or promoting a specific program, activity or event.

Putra [13] divide communication officers' roles into four major categories including communication technician role, expert prescriber, and communication facilitator and communication problem solver. However, Dozier (1983) and Broom (1979) quoted in Onsongo et al. [10] combined three of them (communication facilitator, problem solving facilitator and expert prescriber role) forming managerial roles and remain with technician role.

1.3 Functions of Government Communication Officers in Tanzania

Tanzania is a liberal democratic state and in that context the government communication is open system as it is emphasised in the constitution which requires for freedom of speech, freedom of press, right to speak and expression, open system and others [19]. In this respect, the roles of communication officers rest in the government communication structure of the country which is stated in Tanzania Public Service Standing Order No. C. 16 [20]. In this standing order, it is categorically stated that the Director of Information Services (MAELEZO) is the recognised channel for communication of government information of major importance to the press and broadcasting services. The Standing Order is further meant to meet the following the objective:

> "Enable ministries, independent departments, regions and Local Government authorities to keep the Director of Information Services informed of their activities, all chief executive officers in the public service shall establish information, education and communication units or appoint a public servant at the headquarters or at such other offices as may be appropriate to act as a communication officer with the Information Services Division."

Following the Public Service Standing Order and civil service reform programs aimed at combating poverty and promoting economic growth [21], the career needs assessment of 1998 and 2000 led to the establishment of government communication units (GCUs) in most government institutions, from central to local authorities [22]. The functions of government communication officers are outlined in the GCU guidelines, which include:

i. Promoting institutional activities, programs, and policies;
ii. Producing various documents for institutional reforms;
iii. Distributing documents and printed materials to stakeholders;
iv. Coordinating press briefings for the institution;
v. Coordinating the preparation of ministerial papers for workshops, seminars, and conferences;
vi. Updating the institution's information website and advising the division unit and extra-ministerial departments, executive

agencies, and government institutions on the production of various documents [20].

Upon examining these functions, it is evident that the scope of communication officers' functions in Tanzania is limited. For instance, the GCU guidelines do not provide clear instructions on how to promote dialogue between the government and the public, resulting in a one-way communication approach rather than two-way traffic. Moreover, the position of communication officer where to be found in the organisational structure is not explicitly defined in the guidelines. Accordingly, Matenda [23] highlights discrepancies in the position of government communication officers in the organizational structure of ministries, independent departments, agencies, and local government authorities. Furthermore, even the communication strategies differ among public institutions, with each institution having its unique communication strategy.

1.4 Challenges Hamper Government Communication Officers

The challenges faced by government communication officers vary depending on the technological advancements, political ideologies, government regimes, and institutional management in different regions [15]. Poor standard, delivery delays and weak public trust are among the difficulties encountered by communication staff in the government sector, as noted by Aiken [24]. According to Kim and Kreps [25], inadequate communication channels, insufficient planning, one-way communication approaches, politicized messages, and bureaucratic hurdles are significant obstacles to effective government communication in both developed and developing countries.

Zura [26] emphasizes that the primary challenges faced by communication officers typically stem from the organizational structure of government institutions, which can create barriers between the communication officer and executive directors. Several scholars, including Winarso [27], Renani et al. [28], and Yahaya et al. [29], argue that a well-organized, coordinated, and supervised flow of information within an organization is essential for success. Plowman (2005), cited in Chen and Ni [30], suggests that communication officers become strategic management functions when they help institutions formulate attitudes to achieve their goals. Theorist Grunig [31] concludes that the

involvement of communication officers in decision-making is crucial for their function to be effective. Abukashawa [32] and Zahradnik [33] highlight that good working environment, including a suitable office location with adequate space; can enhance the performance of communication officers in public institutions.

1.5 Theoretical Perspective

Government communications are practiced in deferent countries and different settings however, numerous studies on public relations/ communication fall under the roles or functions and contributions of communication towards the development of an institution. Despite the diverse, application of the models in different cultural settings, theorists [34], in their 15-years research, developed the theory that they named as the excellence theory of public relations. It is important to note that, the development of this theory resulted from the project called the Excellence Study focused on answering three questions namely '*why, how* and to *what extent'* communication does affect the organisational goals and objectives.

The long academic debate resulted into the integration of the many theories in the literature of various fields such as communication, public relations, management, organisational psychology and sociology, social and cognitive psychology, feminist studies, political science, decision making and culture focus on measuring the ideal of communication. The raised questions were and still are very important in theoretical prepositions and the practice of government communication as they contribute to the inner root to the general communication landscape in an organisation being public or private. Based on the subject understudy, the researcher is discussing the government communication sector with open mind that it is a strategic management tool growing fast with government communication practitioners entailing communication function to be managed strategically.

According to Grunig and Repper, (1992) cited in Shamsan and Otieno [35], the concept of strategic communication does not have a clear definition to the extent that the majority of academic discourses refer strategic communication as plans, objectives and evaluation of communication programs that entails the parameters of organisational objective. In this view, government

communication should be a strategic management tool to that always seeks to serve the interest of the government and publics in a balanced order aiming to contribute to the government prescribed goals and objectives [35]. Notably, the researcher was inspired to the study by Anani-Bossman [36] aiming to develop a framework for public relations practice in the financial services sector in Ghana as it puts:

> The last two decades has witnessed PR scholarship putting forward theories which seek to look at PR practice from both the local and global perspectives. For example, while PR practice in Europe is based on the reflective paradigm, the Americans support the relational paradigm, the European dimension of public relations put emphasis on the initiation of relationships with stakeholders.

It is exciting to discover that in various scholarly arguments Africa appears to be missing in the development of theory that reflect the challenges faced by government communication officers in relation to theory parameters. Importantly, most of the academics researched on this area were from South Africa leaving aside other parts of Africa [36]. That, South African has academically proven the contribution of communication management to institutional growth over the years as (Steyn, 2007) quoted in Anani-Bossman [36] argued that significant contributions made were the distinction between strategic communication management and 'communication management taking place on different organisational levels. Van Heerden [15] in her master's dissertation on practice of Public Relations in Africa, identified three main models as two-way symmetrical, two-way asymmetrical/symmetrical and the public information/press agentry as the models that influence the communication practices in Africa. On that note, excellence theory of public relations considered to be the best one guiding the study.

1.5.1 The excellence theory

The Excellence Theory as developed by Grunig and Grunig in 1984 states that participation of public relations officer in a strategic decision-making can help the management behaviour rather than interpret it to publics. In a detailed manner, the excellence theory specifies how public relations makes institutions more effective, how PR is organised and managed by scanning

the organisational environment and contribute to organisational success. The term 'excellence' in the mentioned theory is used as attributive factor that makes an organisation effective in its goal. The significance of the excellence theory to the current study is on the organisational achievements framework, as it provides the foundation on the entire strategic communication plan of the organisation. As noted earlier, during the excellence study by Grunig et al. [34] four essential principles for the strategic management of public relations were established including;-

1. The involvement of public relations in strategic management.
2. The empowerment of public relations in the dominant coalition direct reporting relationship.
3. The use of a two-way symmetrical model of public relations.
4. Knowledge potential for managerial role and symmetrical communication.

Despite, the differences in cultural, political and social environment of each country, the four principles are cross-cutting principles that can apply in diverse appeals for communication officers to be part of the management. On top of that, the inner sense of the principles and general theory at large call for planned communication activities aligned with strategic plans of the organisation. Tench (2011) and Zerfass (2008) cited in Anani-Bossman [36] for organisations to be effective, communication sector must be a part of the organizational policy decision-making process. Communication officers serve as facilitators by assisting organizations to align organizational objectives with the needs of stakeholders and different environmental situations. The practical compliance with the four aforementioned principles signifies the value devoted to the government communication staffs hence diminish the challenges likely to occur. In most of African countries, government communication sector is perceived as a luxurious role with little appreciation and contribution to success of the public institutions.

1.5.2 Statement of the problem

The world has experienced a remarkable expansion of government communication sector. In-light of tremendous growth of communication sector, early 1980th Tanzania embarked on social-economic changes of numerous policy

reforms including public management strategies, civil service reform programs, public service reform programs and local government reform programs aiming to combat poverty and foster economic growth [21]. The career needs assessment of 1998 and 2000 resulted into establishment of government communication unit and mass deployment of communication officers in almost all government institutions from central to local government authorities [22].

Despite the establishment of government communication officer positions in almost all government institutions little is known about organisational structure, budget allocations magnitude understanding of roles and responsibilities communication officers and the general facilitation of communication activities in public offices. In vain with the argument, various studies from outside Tanzania for example [37],[1] from Ethiopia, [17] Njuru, [38]; Kaleli, et al. [39]; Omondi, [40]; Nyambega, [41] from Kenya Onsongo, et al. [10] from Rwanda, Saleh [42] from Libya and Anyijuka [43] from Uganda revealed that involvement of communication officers in strategic planning and decision making body originated in organisational structure is the major challenge facing communication officers in government institutions.

2. METHODOLOGY

The study was conducted in Dar es Salaam city, Tanzania focusing on five municipal councils. The city was selected due to the fact that is the largest city in Tanzania referred as the national commercial hub, home of the country's business and accounts for over half of the national tax revenue. Despite official shift of the government operations to Dodoma, Dar es Salaam remains concentrated with public and private activities and providing platform for opportunities unlike any other city in the country [44]. Dar es Salaam is the third fastest growing city in Africa – leading in the list of Africa's fast urbanisation rates, and the ninth fastest growing city in the world [45]. According to the National Bureau of Statistics report of [46], Dar es Salaam is the leading region with a population of over 5.38 millions of people, equivalent to 8.7 percent of the total population. In addition, [47] rank Dar es Salaam city as the world's fastest growing city with a population of about seven million of people and expected to have more than 50 million by 2060. Such growth will exert pressure on social service deliverance, undoubtedly intense and strategic communication is required.

Dar es Salaam city is experiencing a unique growth resulting into great pressure on social economic services delivery from the respective authorities [48]. The study focused on the local councils due to the reasons that, local councils in Tanzania by nature are people centered aiming at giving more power to the people to competently participate in the planning and implementation of development programmes within their respective areas and generally throughout the country [49]. In researcher's view, the execution of social services requires intensive communication services from a well planned, implemented and evaluated communication function organised at a management level.

This study mainly used qualitative research approach as it focused on experience and the environment surpassing the communication landscape in Dar es Salaam local councils. Qualitative approach as a research method explores attitudes, behaviour, and experiences and it views the social world as a human creation and not a discovery [50] , [51]. Despite largely using qualitative approach, the study has some quantitative elements. The quantitative elements were seen in the framework of frequencies of answers during the thematic analysis helping to codify themes. Also the numerical data of respondents from the sample size qualifies the aspect of qualitative approach. However, availing the research objectives the quantitative elements did not compromise the qualitative inclination hence supplement the qualitative findings and conclusions?

The population of the study was Dar es Salaam city communication officers and the Executive Directors. The selection of the mentioned population is based on their richness of the required information for this study. The researcher used purposive sampling technique in-vain with scholar's explanation that it is a strategy used in which a researcher identifies only respondents' concerns or select instances that are rich in the required information through answering the research questions [52,53]. The sample size of this study was 14 respondents whereas 9 were municipal communication officers and 5 were the executive directors.

The data collection procedure entailed both primary and secondary data collection. Primary data were collected through interviews and observation. The methods were chosen in line with the qualitative research approach and case

study design as applied in the current study. Documentary sources such as relevant books, journals, articles, official publications, newspaper clippings, reports and seminar papers were used to ascertain primary data. Qualitative data, which form the largest components of this study as in line with its focus, thematic analysis was used in which the collected raw data was organised, observed on general ideas from the participants, coded by removing chunks, describing the major themes, convey descriptive information by using tables, and capturing the general essence from the themes.

The researcher sought permission and introduction letter(s) from the Vice Chancellor, University of Dar es Salaam, prior to beginning field work. The Vice Chancellor is mandated by law, for issuing research permits to students and academic members of staff. The researcher underscored the issues of anonymity of respondents and confidentiality of the information in adherence to codes of conducts, solely individuality of local councils communication officers were labeled with number 1-9, the Executive Directors with letter A to E and municipal councils with AA to AE.

3. RESULTS AND DISCUSSION

In respect to the main objective aimed to identify the challenges faced by communication staffs at local councils in Dar es Salaam city, organisational structure and misunderstanding of the roles and responsibilities of communication officers revealed to be the major challenges. Other challenges related were budgets constraints, inadequate cooperation from other departments, lack of common guidelines and poor working environments.

3.1 Organisational Structure

In respect to the above sub-theme, seven out of nine (77.8 percent) communication officers reported major challenge affecting their communication practices to be organisational structures. The organisational structure puts communication units under Information Communication Technology (ICT) departments and mostly the department is headed by ICT personnel. Communication officers claimed that according to their organisation's structures, head of departments are the ones forming organisational management teams hence able to attend the management meetings commonly known as committee management team (CMT).

The CMT is the highest decision-making body in the local councils' set up where the major issues about the council are discussed and decisions made. For example, one respondent from municipal council AD spoke about how not having an autonomous communication department resulted in rare attendance of CMT. To her, attending the management meetings never happens unless there is something special that requires her clarification as she puts it in the quotation presented here:

> I think the organisational structure is the nuclear of our communication problems. All of our communication challenges need the entire management attention but unfortunately I don't have that opportunity to attend the meeting because our communication unit is not an independent department. This mean that my communication programs and plans are to be presented by someone else (ICT manager) who is not expert in that area. Always there is difference in presentation of departmental issues from an expert and non-expert in that field.

In this quotation, this officer appears to feel that the absence of a communication officers' seat in the management committee undermines the presentation of views that would improve organisational communication. This view was shared by another respondent selected from the same council. This one spoke about difficulties of planning and implementing communication programs because there is someone in between decision making meetings and them. Like the previous interviewee, this respondent felt that to address communication challenges faced, management attention was necessary and this was only available through being in a room where decisions were made as heard here:

> What I see as a major hitch in my job is the council's setting where the communication unit is under the ICT department and being headed by ICT personnel, there is no way I can plan and implement my communication programs since they have to be channeled to another person who is not professional in that area. Sometime I do face unnecessary delay of my raised issues because the head of department doesn't understand or see the emergence of my issue.

Looking at this quotation and the one from the previous respondent there is a clear pattern that

can be seen in their responses. In this quotation, the interviewees seem to believe that the problem is not just the absence of an autonomous communication department, but also the placement of communication matters under the leadership of someone that is not part of the public communication profession. By saying "…doesn't understand or see the emergence of my issue" the second interviewee highlights why placing communication under someone that is not a communication officer is wrong and detrimental to organisational communication. This pattern was noted in responses provided by interviewees recruited in municipal council AC and AB respectively. However, these responses presented slight differences. For example, communication officers from municipal AB indicated that they were allowed to attend the CMT although not as members but as communication officers invited by Executive Director for taking photos:

> My experience here is that one of us attends the meeting but not as CMT member rather as photographer. Sometime you might not be aware that there is a meeting but at last you are contacted that take your camera and go to the conference room. In due performing photo taking role you can have a chance to answer some issues related to communication as they emerge in the meeting.

In a detailed manner, the above quotation communication officer explains the feeling showing that is not valued as communication officer performing significant role rather than a mere photographer. Based on his explanations, the respondent is not happy with the experience of being asked to attend the CMT at a moment of photo-taking. The obtained answers interpret that in the absence of photo-taking role, the respondent has nothing to do in the management meeting unless there is pertinent issue to clarify. Such answers imply that communication activities are considered as simple as taking photographs. Meanwhile, no one is there in the meeting to raise and defend communication related issues.

According to these findings, communication officers interviewed have identified the combination of communication units with ICT units and putting them under the leadership of personnel that are not communication professional as a challenge for communication. This structure is opposed by existing literature by

Winarso, [27], Renani et al. [28]. Yahaya, [29] Zura, [26] have extensively discussed the relationship between organisational structure, organisational communication and effective communication. In the same vein, Grunig [31] concludes that without the involvement of communication officers' role in decision making, it would be a futile function that could not fulfill its key requirement.

The referred scholars have identified communication as a management functions upon which success or failure of organisations depend. To ensure that communication programs are linked to the strategic plans of municipal councils, individual with knowledge of communication has to be part of the management team. According to Winarso, [27]; Renani et al.[28], Yahaya, [29], Zura, [26] a successful organisation is one with a well organised, coordinated and supervised flow of information. Abukashawa [32] and Zahradnik [33] argue that a working environment including good office location with enough space is a contributive factor for the performance of communication officers in public institutions. In respect to the above findings, Plowman (2005) cited in Chen and Ni [30] argues that public communication becomes a strategic management function when it helps the institution to formulate the institution's attitude to achieve the institutional goals.

Following findings above the general observations made from this data show that executive directors have a different perception of the organisational structure with regard to exclusion of communication staff from strategic meetings. For example Executive Director B told the researcher that:

> To me, I do value communication officers as very important members of staff, not only here but in all the councils I have worked for, you can track my record. I do provide an opportunity to participate in all management meetings and necessary activities. I think in the past, the communication unit wasn't there; that is why some of the managements ignored them. But for any accounting officer who knows their importance, he should involve them in the decision-making processes. At my council, we are striving to make them happy by providing them with working equipment such as iPad, modern cameras, and approval of their budgets and to allow them to contact media directly without bureaucratic controls.

In the quotation above, the executive director seems to know and value the role of communication officer in her council. Not only in the current council but also she declares doing the same in other councils she has worked for. The executive director admits that maximum involvement of government communication officer in all council's activities is crucial step to make communication officer plan his/her communication programs. The respondent is she aware that communication industry in local council is new one compared to other field as the reason to be ignored. She believe that if at all the council wants to achieve its goals and objective communication officers should be given the significant attention including budget, working tools and full mandate to exercise their duties. In the similar views was shared by Executive Director D however backing-up the communication officer's lamentation over the independency of communication unit appealing for performance enhancement. He recommended that:

> For the benefit of effectiveness, I agree with those talking about the separation of the department of ICT from public relations. Uniting the two units with equal weights is obvious; one will be in charge of the other, and to my experience ICT overshadows the communication unit giving ICT a higher image. For example, now if the system collapses, everything will stop, no tax collection, payment in our hospitals will stop; it will be chaos for sure. So this brings biases of attention to some staff members. In my view, we can separate them and make the public relations unit a full department by strengthening it with other components such as protocol and making it bigger and comprehensive. I call upon communication officers to have a big debate and suggest how the communication or public relations department should be and show the value they will bring into the councils. If they stand alone, even the issues of budget can be improved.

In the above quotations, the executive directors B & D seem to have the similar views on the importance of communication officers in their council. However, executive director B demonstrated advancement in facilitating communication activities. The executive director D identifies communication unit having the same weight and value as ICT unit, but combining them can automatically cause biases from the management. Indeed, despite arguing for equal weights of the two units, for him ICT is superior to communication unit as he said "….for example, now if the system collapses means everything will stop, no tax collection, payment in our hospitals will stop; it will be chaos for sure…" such statement reflects his inner feeling over the supremacy of the departments. Based on his answers, it seems that communication units need to be restructured and endowed with other functions like protocols so that they can bring more impact to public institutions. While the mentioned respondents were arguing for councils' communication staffs involvement in decision making body and separation of the two units, slight differences were provided by the Executive Director C who thinks that nothing wrong with organisational structure instead, the problem is communication officers themselves. As the respondent said:

> It's true that our communication officers do not attend CMT because of the council's structure, which is our guide. However, sometimes it depends on the management decision which is the discretion of each council. But for me it is not good practice for communication officers to be part of the management team, how many departments will we have in the meeting? Communication unit being inside the ICT is not an issue; the issue is for communication officers to appreciate their position within the established structure. In my view, most of the challenges facing communication officers are because they do not know what to do. They lack professionalism, sometime I do ask myself if real they understand their jurisdiction of their role/functions.

Following the above quotation, the respondent seems to be in a "comfort zone" with organisational structure. What is seen by communication personnel and respondents B and C as epicenter of the challenges marring organisational communication for her is not the case. The executive director believe that since the ministry concern has provided the structure putting communication officers under ICT department it should respected and obeyed. However, the respondent acknowledges that the management (the executive director) has power to decided otherwise when it comes the issue of local councils' communication staff to attend the CMT meetings. In respect to her opinions, the great challenge is on professionalism, enthusiastic and flexibility of councils'

communication expert within the existing structure.

Interestingly, the findings revealed that despite the structure being the same, not all communication units of the studied councils were headed by ICT managers. At the Ilala municipal council (city council), for example, the department was headed by a communication officer. As one would expect, due to this difference, collected data show that the challenges facing communication officers of this council were slightly different from those faced by communication officers of councils headed by ICT managers. Here is a quotation extracted from responses provided by an interviewee who also happened to be the head of department:

> Here the question of structure is not a problem. I am the head of the unit/department. Together with my team, we plan; we implement and evaluate our communication programs. Actually, I am happy with my position and my council, since I do what I am supposed to do. I feel valued.

The above answer provided the argument that the communication unit headed by communication personnel diminishes some challenges facing government communication officers in due performing their duties. Notably, it proved that despite the organisational structure provided by the ministry concern there is an alternative for communication officers to be head of department instead of ICT personnel. In line with the answer from head of department, the researcher extended his inquisitive from an interviewee who was part of the top management on how a communication officer was instituted as a head of department. The Executive Director A responded by saying that either ICT personnel or communication officers can head the concerned department provided required qualifications are met. Here is how the interviewee responded:

> For me anyone can be head of department provided he/she qualifies. Actually my motivation was to empower my communication officers with enough information. You cannot have spokesperson in your organisation that is not well informed. By making her head of department means I am pushing her into the decision making team. Including a communication officer in senior management meetings makes it easy for us to accommodate communication programs within our master.

In this quotation, it is clear to say that there is no statutory boundary for communication officers to be head of department. The management can appointment anyone to be head of department provided the craterous established are observed. Indeed, following this statement saying that "actually my motivation was to empower my communication officers with enough information" proves that relinquishing of some challenges to communication officers depends on understanding capacity of the top management. In additional, it provides the evidence that communication programs can be easily accommodated on if there is significant representation in the decision making team.

The above findings show that communication officers work under departments that are a fusion of communication units and ICT units. The departments are mainly headed by ICT managers. These findings appear to imply that although organisational structures of the studied councils appear to be similar, their operations seem to be open to customizations suggested or made by Executive Directors. Specifically, the differences noted have to do with leadership of department under which communication activities are hosted and communication officers' participation in decision making meetings.

The organisational structures have an impact on the performance of communication officers because it determines reporting structure, information flow, and relationships between the management and communication officers. As discussed by Zura [26], a simple organisational structure with direct reporting relationships provides solid environments for communication officers and organisation. Based on the findings, it is not clear why the same structure was operating under different models and what qualifications were demanded by the head of department position. However, the study has found that one qualifies for the position after six years of service since first appointment. Therefore, since ICT units have existed in local councils for longer periods than communication or public relations units, ICT officers were likely to have served for long time, hence their appointment.

Available data shows that ICT units were established in local councils in the early 2000s, followed by communication units. Regarding the combination of ICT and communication units, it is assumed that it is the result of the misconception of the terms 'information communication and

information officer (as commonly used), which might have resulted in the conclusion that they are same field. Under such a conclusion, separating them would have not made sense. However in reality these are two different disciplines but ones that work closely.

3.2 Misunderstanding of Communication Office's Roles and Responsibilities

Misunderstanding of what exactly communication officers are supposed to do in the five municipal councils of Dar es Salaam emerged as another major challenge. The findings revealed that some of the management (the Executive Directors) understands the role and value of communication officers but in practical stance of their acknowledgments were contrary to theoretical prepositions. For example the Executive Director D responded as follows to a question on this matter:

> My office perceives communication officers as important personnel with the crucial role of engaging the public in council's development. Mind you, our services are people centered; they need to be communicated regularly; therefore, communication officers have an important role of giving information about our activities and our obligations towards the public. They are the link between the public and the council. In general, their roles are important and call for maximum understanding of their value within the council.

In regard to this quotation, the respondent seems to understand and admit that communication services are essential for council's developments. The respondent acknowledges communication officers having unquestionable role of information deliverance which stimulates the development of his council. The similar opinion were obtained from the Executive Director B though extending her explanations to the significant function of communication officer in her office by reducing the number of complaints from the people they serve. She said:

> Our communication officers have the role of providing information and different clarifications about everything in our councils. For example, they have to provide information about land conflicts, which are always paramount in our councils and question regarding taxes collected and how they are spent. By so doing, we reduce

complains from the public. If their functions are well articulated, they have a good chance of contributing to the success of our municipality. Although some public complaints are still there, at least they get information about our activities. With fully utilisation of our communication officers, we ensure peace and harmony in our councils.

In respect to the quotations above, almost all Executive Directors showed positive attitude towards the roles played by communication expert. However, the local council communication staff interviewed did not think these leaders understood their importance since they are not represented in the decision making body. For example, a communication officer from AC municipality said most of the challenges she faced in executing her roles accrued from top management's limited understanding of her role at the council. The interviewee attributed this limited understanding to lack of representation of the communication unit in management meetings, which resulted in poor understanding of the communication industry's potential contribution to the council's successful achievement of its goals and objectives as she puts it in the following quotation:

> Referring to my day-to-day functions, I think the council does not really understand what I am supposed to do here. For example, if I am not entitled to attend the committee management meetings (CMT), how are my communication programs going to be fully represented in the management? I have experience from other councils where communication units are fully represented in CMT despite the fact that communication officers are not heads of their departments. Here the situation is different. This representation is done by someone who is not a communication expert.

Another communication officer from the same council shared the following statement:

> My major role is to take photos of events and meetings although sometimes I arrange press conferences or coordinate media events for our boss. To me I can say that there is poor understating on what I owe to in this council.

In response to the same inquiry, the second communication officer from municipal council AD stated that:

I don't think if the management really understands what the communication unit entails for the successfulness of our council. The way I see is just to perform minor issues like taking photographs, organizing events, providing general education to the public the municipal council's social media accounts. But what I am doing here have no direct connection with the council's strategic plan. Some time I come from home without knowing what actually I am going to in that day.

Likewise, another interviewee shared the following view:

My experience here is that one of us (from the communication unit) attends the meeting but not as CMT member rather as photographer. Sometime you might not be aware that there is a meeting but you are contacted at the last minute to carry your camera and go to the conference room. While playing your photography role, you can have a chance of answering some questions related to communication as they emerge in the meeting.

With reference to the aforementioned quotations, it is evident that there exists a significant misconstruction between the top management and the communication officers regarding the roles and responsibilities of the latter in the councils. These findings suggest that the perception of communication staff in the study area is at odds with the theoretical frameworks proposed by scholars in the literature. The disparity in the understanding of the roles and responsibilities of communication officers in the studied councils is primarily reflected in the primary tasks executed by the officers. These officers seem to primarily engage in minor functions that do not necessitate the involvement of communication officers in the management. Furthermore, poor comprehension of the role of communication officers has also been documented by some authors. For instance, Taylor [9] contends that typically, local governments' communication officers are not afforded the opportunity to showcase their impact and potential; instead, they merely clip files of news stories. Abukashawa [32]; Saleh [54]; Taylor (2012); and Zahradnik [33] argue that the misconception and misunderstanding of the roles of communication officers constitute a significant challenge faced by communication officers in the discharge of their duties.

According to Boudreaux [55], communication officers that are part of organization management get the opportunity to participate in decision-making processes where major problems are discussed and procedures and programmes are adopted, implemented, and evaluated. Since the government communication officers interviewed are generally not part of such meetings, they are not part of the activities mentioned here. Kiambi [17] and Njuru [37] cited in Kaleli et al. [38] argue that limited appreciation of the role played by communication officers is the cause of their exclusion from top management teams. Ananto (2004) cited in Anggreni [56] confirms that when a communication officer becomes part of a management team, to determine their function becomes easy. Overall, this study shows a state that is not aligned with the Excellence Theory presented by Anani-Bossman [36]. The theory notes that communication officers should be part of organisations' management teams and should be assigned managerial roles.

3.3 Inadequate Cooperation

In regard to lack of autonomous communication department originated in the organisation structure and misunderstanding of communication staffs' roles resulted into insufficient cooperation among member staffs of the councils. The interviewees generally talked about their inability to cooperate with other staff members from different departments attributed by limited understanding of their roles and responsibilities. One of the interviewees said:

I experience poor cooperation; they have their own calendar of events. It is very rare to be involved in their programs unless there is a special case or when there are directives from higher authorities. I am only requested to take photographs during the events.

In the quotation above, communication officer seem to be perceived as clerical staffs that does not supposed to be involved in a strategic plans of the year calendar of the council originated in each department. The findings imply that communication officer is less connected to entire programs of the council. The necessity of councils 'communication officers' involvement is vivid when the need for photo taking come into being and coordinate media. The similar claim was provided by another respondent from different council as she puts;

Sometimes we are involved in departmental programs. Mostly, we are asked to coordinate media events, the content which we don't even know. However, it is not surprising to find an event that took place at our council, which I am not aware of, getting aired on TV news bulletin out of my information while I am in the office.

In respect to the above quotations, communication officers demonstrated a serious challenge on coordination of communication activities among the council's departments/units. However, such experience was different in one council where some interviewees indicated that they are adequately integrated in teams that include members from other units and that they are regularly involved in activities. For example, one interviewee from the city council stated that:

We get good cooperation from other units although it was not easy. However, in some cases we still experience some delay when we request for information. Also, they are reluctant to talk to the media.

These findings show that communication officers do not receive enough cooperation from other departments or units. In fact, even those that did not talk about being excluded from teams formed by their councils still reported cooperation issues. The responses provided by interviewees also highlight lack of harmony in communication activities in the studied council since departments seem to have their own ways of handling communication. The insignificant cooperation between communications officers and other departments means that communication activities are not management function hence institutional information cannot be captured in councils' strategic plan. [57,58,59] maintain that public communication is there for the interest of organisation's objectives and goals on one hand, and public interest on the other hand. Therefore, unhealthy relationships between communication units and other units are unwelcome because they affect planning for communication activities, including budget and other technical issues, hence undermining communications functions.

3.4 Budget Constrains

There was a general agreement from the respondents that budget allocations was insufficient however, the magnitude of the problem differed from one council to another. For instance, one respondent from AE council said:

Our budget is not enough to manage all communication activities, for example advertisements. I wish to have many adverts in the media, but the budget limits me. In my opinion, the communication unit within the council should be a separate unit with its own vote. With this, I can have more activities since I believe that in an institution, a communication unit is like a small media house. But this is only possible with sufficient budget.

The above quotation captures communication officer in a silly moody with the budget allocation for communication activities. Indeed, inability to have separate vote of communication is another challenge facing the respondent to plan her communication program. The responses imply that without independent communication unit with independent budget vote, little will be done. This was also reported by some of the respondents; that the budget was not a serious problem but the procedural steps to access the located funds. For instance, one respondent from AD Municipality reported that:

To some extent the budget is not a problem. Our allocation is about Tzs. 200-300 million (approx. USD 100,000 to 130,000) per year. The problem is on acceptability of communication activities as per the budget allocated.

The above quotations from communication officers reflected the serious problem that despite the budget allocation being enough or not the procedural to access the allocation fund is the hitch for planning substantial communication programs. In general, these results indicate that because of financial constraints, public awareness promotion on matters that affect the public are limited. As such, most communication activities receive limited attention from the media. Overall, the interviewed local councils' communication officers addressed the question of budget constraints. As explained by Gezihagne [1], skilled labour and budget limitations are among the barriers to communication officers' performance. This is echoed by Abukashawa [32] who says that with insufficient budget, other problems such as lack of equipment and training are very likely to occur. Similarly, these experiences were evident in Dar es Salaam local councils. Such challenge is

connected to the major challenges discussed above due to the fact that the budget issues are discussed and determined at the management meetings where communication staffs are not members.

With budget constraints, most communication related matters such as capacity building, media advertisements, publications, and equipment (such as camera and computers) availability were affected. Additionally, communication units were unable to conduct research and evaluate general communication landscape of their councils. This is bad considering that Solomon and Johnson [60] argue that evaluation determines whether a program, method or tool used is effective or not and gives feedback that, in this case, could be sent to the council management. It is imperative to note that effective communication can only be achieved if communication activities are planned, researched, implemented, and evaluated to measure results [56]. According to scholars Canel& Sanders, [57], Nxumalo, [58], Sasser, [59], communication officers should be involved in budgeting and other technical issues.

3.5 Common Guidelines

The findings have also shown that local council's communication officers have no specific or specified directives to guide their communication activities. When talking about this challenge, interviewees mentioned the absence of a document detailing public communication officers' duties. For example, one respondent said:

> I have never come across any working guidelines. However, due to what was mentioned as job a description during the job advertisement, as professional I know what I suppose to do on daily bases. I also go by directives from the management.

Following the quotation above, a communication officer in the local council has to guide her/himself based on professionalism and from the job description provided during the job advertisement. Each one has his/her own knowledge on what is supposed to be the guidelines as another communication officer responded *"in executing my roles I use the constitution, the Dodoma guidelines and government secular."*

Generally the above answers provide the understanding that communication activities in local councils have no specified document known to guide communication officers' practice. The study shows that lack of common guidelines give room for varying treatment and handling of communication activities between councils. However, the interviewees' handling of their responsibilities appears to benefit from the presences of the constitution, guidelines such as Guideline for the implementation of Government Communication in Ministries, Independent Departments, Executive Agencies, and Local Government [61], and the government secular No.26 of 2002, which provides details on government communication officers job descriptions, academic qualifications, and salary scales. However, there is no clear evidence if the mentioned documents are in understandings of the all communication officers and the management.

Nevertheless, it is imperative to note that there is a need for a harmonised document for facilitating communication processes in the local councils. The absence of a peculiar guidance creates room for the executive directors and the entire council to treat communication activities based on their will and wish of individuals. The true value of communication officer and his/her impact to council's development cannot be actualised in the absence of specified guidance. During an interview with Mr. Robert Hokororo, the former Assistant Director-Newspapers Registration at MAELEZO commented that during the establishment of the communication sector in the public service, there was a big debate on how government communication should be handled, who public communication officers are and their position in institutional structures.

3.6 Poor Working Environment

Through observation the findings revealed in only one council the communication officers had two offices one occupied by head of department and the second held by subordinates. The rest four municipal council's communication officers were attached to ICT offices. The officers were allocated in the corner and full of staffs of different professionals. One respondent from AD municipality told the researcher that:

> Have a look, this is our office, and I don't have even a permanent chair to seat. We are together with ICT staffs and sometime I used to go to the library.

The similar answer was obtained from AC municipal council as follows:

> Our office is overcrowded, as you can see I don't have even a space where we can conduct our interview. This is because the management thinks that my role is the same as ICT roles so they don't see the importance of giving me a separate office from ICT staffs.

The following quote suggests that the working environment of communication officers in the local councils interviewed was not suitable to support the functions of communication staff, as per Abukashawa [32] and Zahradnik [33]. The working environment, which includes a good office location with enough space, is a contributing factor to the performance of communication officers in public institutions, as per Abukashawa [32] and Zahradnik [33]. Manusia (2007) cited in [62] defines "work environment" as the equipment and supplies used, the surroundings in which a person works, as well as his or her working practices and organizational arrangements, both individually and collectively. According to Nugroho &Wahjoedi [62], the surrounding conditions at work, such as cleanliness, noise, and others, might affect employees' ability to complete their given jobs [63,64].

4. CONCLUSION

This research has revealed that public communication officers encounter numerous challenges, such as being excluded from management meetings due to the organizational structure of the councils they work for. Furthermore, the study indicates that communication units are managed by Information Communication Technology experts rather than skilled communication personnel. Additionally, it has been noted that local councils' communication staff are often viewed with suspicion and are primarily seen as mere photographers, handlers of media relations, and customer service representatives. The study has also identified challenges such as limited budgets, poor cooperation from other departments, and the absence of communication guidelines. Moreover, the study has reported that communication officers' roles and responsibilities are not aligned with the strategic plans of the councils due to a lack of understanding among management and staff. In conclusion, effective communication between the council and the public cannot be achieved without including communication officers in other departmental events.

Based on the findings of the above analysis, it is suggested that communication activities should be strategically planned and organized at the management level. This can be achieved by incorporating the expertise of local authority communication staff in management meetings (CMT) to ensure the success of these activities.

COMPETING INTERESTS

Author has declared that no competing interests exist.

REFERENCES

1. Gezihagne T. The practice and challenges of public relations in Ethiopia: The case of government universities. Wollo University; 2018.
    Available:https://www.researchgate.net/publication/32967111.
2. House of Lords.Government communications; report with evidenceordered to be printed 10 December 2008 and published 26 January 2009published by the authority of the House of LordsLondon: The stationery office limited £priceHL Paper; 2009.
3. Johansson M, Raunio T. Government communication in a comparative perspective in Karl Magnus Johansson & Gunnar Nygren (eds.) Close and distant: Political executive–media relations in four countries. 2019;127-148. Göteborg: Nordicom.
4. Tarawneh A. Public Relations – Interior Ministry; 2015
    Available:http://www.policemc.gov.bh/reports/2007/.../160807a.doc
    (Accessed on:June 2022).
5. Mkapa B. Keynote address at the launch of the workshop on improving public communication of government policies and enhancing media relations, Bagamoyo; 2003.
    Available:www.tanzania .go.tz/0303118hotuba.
6. Head B. The Public Service and Government Communication: pressures and dilemmas, in S. Young (ed), Government Communication in Australia (Melbourne: Cambridge University Press). 2007:36-50 and 299-300.

7. Rafter K. Canavan E. Mac Conghail F, Mcdowell D. Assessing government communication – A roundtable. Administration. 2022;70(3):159–178. DOI: 10.2478/admin-2022-0024.

8. Urban J. Government communications in 2023 and beyond. Institute for Government, London; 2023.

9. Taylor M. Using monitoring and evaluation to measure public affairs effectiveness. In Lee, M Neely G &. Stewart K. (Eds) the practice of government public relations, London: CRC Press Taylor& Francis Group. 2012:213-229.

10. Onsongo A, Mberia H, Jjuuko M. The contribution of public relations practice to organizational effectiveness: A Case of Private Universities in Rwanda. International Journal of Computer Science and Technology. 2017;8(2).

11. Azionya, C et al. South Africa public relations landscape: Global alliance center global alliance for public relations and communication management c/o USI Università Della Svizzera Italiana via Giuseppe Buffi 13 CH-6900 Lugano Switzerland; 2014.

12. Pallas J, Strannegård L, Jonsson S. Organizations and the Media: Organizing in a Mediatized World: London ; New York : Routledge, Taylor & Francis Group; 2014.

13. Putra K. Public Relations: Roles, Entry Requirements and Professionalism; 2009. Available:https://www.researchgate.net/publication/282156792.

14. Hunter G. The Chief Information Officer: A Review of the Role. University of Lethbridge; 2010. Available:https://www.researchgate.net/publication/228919573

15. Van Heerden G. The practice of public relations in Africa: A Descriptive Study. University of Pretoria; 2004.

16. Kiambi D. The Development of Public Relations in] Kenya, University of Nebraska Lincoln. Faculty Publications, College of Journalism & Mass Communications. 2014;107. Available:https://digitalcommons.unl.edu/journalismfacpub/10.

17. Kiambi D. Public Relations in Kenya; An exploration of public relations models and cultural influences. Unpublished Thesis. Miami University; 2010.

18. Lindenmann W. Public Relations Research for Planning and Evaluation: Institute for Public Relations; 2006. Available: www.instituteforpr.org.

19. United Republic of Tanzania. Constitution of the United Republic of Tanzania, as amended from time to time, Dar Es Salaam, Government Printer; 1977.

20. United Republic of Tanzania. Guideline for the Implementation of Government Communication in Departments, Executive Agencies and Local Government. Dares Salaam: Ministry of Matenda B. An Assessment of the Functioning of the Government Communication Units in Selected Ministries and Executive Agencies in Tanzania. Unpublished MA thesis University Dar es Salaam College (TUDARCo); 2022.

21. Aiken A. The Rapid Response Unit: The National Archives, UK Government Communication Service; 2018, Available:https://webarchive.nationalarchives.gov.uk/20200203104056/ Accessed on: 3 October 2020.

22. Kim DK, Kreps GL. An Analysis of Government Communication in the UnitedStates during the COVID-19 Pandemic Recommendations for Effective Government Health Risk Communication, World Med Health Policy; 2020.

23. Zura K. The Role f Public Relations in Building a Sustainable Corporate Image. A Case Study of MTN, Uganda. Un published Research of Bachelor's Degree of Mass Communication, Kampala International University; 2016.

24. Winarso W. Organizational communication; a conceptual framework; 2018. Available:https://www.researchgate.net/publication/326139478.

25. Renani G, Ghaderi B, Mahmoudi O. The impact of organizational structure on the effectiveness of communication from the perspective of employees in the department of education. International Journal of Management, Accounting and Economics. 2017;4(10).

26. Yahaya M. Al-khawlani M, Suleiman M, Usman U. Organizational Structure and an Effective Communication: The Moderating Effect of Transformational Leadership. International Journal of Scientific & Technology Research. 2018;7(11).

27. Chen R, Ni L. The Excellence Theory – origins, contribution and critique; 2021.

Available:https://www.researchgate.net/publication/349187469.

28. Grunig J. Furnishing the Edifice: Ongoing Research on Public Relations as a Strategic Management Function. The University of Maryland USA; 2006.

29. Abukashawa M. Public relations practice in Sudan, Sudan Academy for communication Science; 2013.
Available: https

30. Zahradnik A. Internal public relations for personal and program success. In Lee, M, Neely G &. Stewart K. (Eds). The practice of government public relations; 2012.

31. Grunig L. Grunig J, Dozier D. Excellent Organisations and Effective Organisations: A study of Communication Management in Three Countries. Mahwah, NJ. Lawrence Erlbaum Associates; 2002.

32. Shamsan R. Otieno M. Effects of Strategic Public Relations on Organization Performance: A Case Study of Kenya Red Cross Society. International Journal of Scientific and Research Publications, Jomo Kenyatta University of Agriculture and Technology, Mombasa. 2015;5(9).

33. Anani-Bossman A. Developing a framework for public relations practice: A study of the financial services sector in Ghana. Unpublished Ph.D. Thesis, University of South Africa. 2018

34. Teresa G. The practices and challenges of public relations within two Ethiopian towns: Harar and Dire Dawa. An international multi-disciplinary journal, Ethiopia Afrrev Serial No. 45, 2017;11(1):136-155
Issn 1994-9057 (Print); Issn 20700083 (Online)
DOI:
Http://Dx.Doi.Org/10.4314/Afrrev.V11i1.10

35. Njuru W. Challenges of adopting technology: The case of Kenya. Journal of Global Affairs and Public Policy, 2011;1(4):1-20

36. Kaleli W, Otslulah WN, & Mutisya C. The Role of Public Relations in sensitizing public on Government Projects in Kenya: Case of Nairobi County. Journal of Development and Communication Studies. 2021:8(1):49 73
Available:https://dx.doi.org/10.4314/jdcs.v8i1.3

37. Information, Youth, Culture and Sports; 2013.

38. Itika L. Public administration in Tanzania, current issues and challenges.

African studies center. 2300 RB Leiden; 2015.

39. Waraka wa maendeleo ya Utumishi na.26 (2002). Muundo wa utumishi wa kada ya Maafisa Habari (information officers) chini ya ofisi ya Waziri Mkuu. (The civil servant's development secular no.26 of 2002: Information Officers structure under Prime Minister's Office. President's Office, Public Service Management and Good Governance, Dar es Salaam.

40. Omondi M. The performance of public relations practice in government ministries in Kenya: a critical analysis. Unpublished, master dissertation, University of Nairobi; 2012.

41. Nyambega J. An evaluation of the role of public relations in Kenya: A study of public relations practitioners in Kenya. Unpublished MA dissertation, Daystar University; 2021.

42. Saleh S. The role of public relations and public diplomacy in building Libyan relationships with Italy in the Gaddafi and Post-Gaddafi era. Doctoral thesis, Northumbria University; 2017.

43. Anyijuka N. The Role of Public Relations in Promoting Government Development Programmes: A Case Study of Microfinance Support Centre Limited in Kampala. Unpublished Master Thesis, Makerere University; 2016.

44. Dar es Salaam City Master Plan 2016-2036, Volume.1. Minister for Lands, Housing and Human Settlements Development, Tanzania, 2018.

45. Doyle R. Slum economies: economic activity hubs in informal settlements. A case study of Dar es Salaam, Tanzania. Unpublished doctoral thesis, Cardiff University; 2017.

46. National Bureau of Statistics; 2023.
Available:http://www.tanzania.go.tz/statisticsf.htm accessed October 20,2023

47. Nyyssola M, Kelsall T, Ndezi T. African Cities Research Consortium, Dar es Salaam: City Scoping Study; 2021.

48. Kanyama A, Carlsson-Kanyama A, Lindén L, Lupala J. Coping with Urban Transport Development: An analysis of the public transportation in Dar-es Salaam, Tanzania, from an institutional coordination perspective; 2005.
Available:https://www.researchgate.net/publication/283854355 (Accessed September 20, 2022).

49. Shadrack J. Instruction manual is prepared for Certificate Students at UDSM (Main Campus) – School of Law; 2010.

50. Dawson C. A practical guide to research methods. A user-friendly for manual mastering research techniques and projects. How to Content. Begbroke: United Kingdom; 2007.

51. Oduro-Ofori E. The Role of Local Government in Local Economic Development Promotion at the District Level in Ghana; A Study of the Ejisu-Juaben Municipal Assembly. Dortmund: Germany; 2011.

52. Kombo K. Proposal and thesis writing: An introduction. Nairobi: Pauline's publication Africa; 2006.

53. Flick U. The Sage Handbook of Data collection. London: Sage Publication; 2018.

54. Saleh S. The role of public relations and public diplomacy in building Libyan relationships with Italy in the Gaddafi and Post-Gaddafi era. Doctoral thesis, Northumbria University; 2017.

55. Boudreaux J. A quantitative assessment of public relations practitioners perceptions of their relationship with the organization they represent. Graduate Theses and Dissertations. University of South Florida; 2005.

56. Anggreni P. The role of public relations as a management functions in higher education. University of Mahendradatta, 2018
    Available: https

57. Sanders K. Canel M. Government communication in 15 countries: Themes and challenges; 2013.

58. Nxumalo G. Public Relations Practices within Selected Public Hospitals in KwaZulu Natal. Unpublished Master Dissertation, Durban University of Technology, South Africa; 2015.

59. Sasser T. Public relations in government-based public health: Testing contingency theory during H1N1 response, 2009-2010. University of Southern Mississippi, USA; 2015.

60. Solomon C, Johnson L. Communication campaign effectiveness and effects: Some critical distinctions. In E. Rice & C. Atkin. (Eds). Public communication campaigns, pg.184-208. London: Sage publications Inc; 2013.

61. United Republic of Tanzania. Guideline for the Implementation of Government Communication in Departments, Executive Agencies and Local Government. Dar es Salaam: Ministry of Information, Youth, Culture and Sports; 2013.

62. Nugroho A, Wahjoedi T. The influence of work attitude, work communication and work environment on employee performance. International Journal of Science and Research Archive, 2023, 09(01), 670–678. Surabaya, Indonesia; 2023.

63. Fredriksson M, Pallas J. Public sector communication: Gothenburg, and Uppsala; 2017.

64. Waraka wa maendeleo ya utumishi na.26 Muundo wa utumishi wa kada ya maafisa Habari (information officers) chini ya ofisi ya Waziri Mkuu. (The civil servants development secular no.26 of 2002: Information Officers structure under Prime Minister's Office. President's Office, Public Service Management and Good Governance, Dar es Salaam; 2002.

Peer-review history:
The peer review history for this paper can be accessed here:
https://www.sdiarticle5.com/review-history/110406