# TANZANIA



## **KEY FACTS**

# **POPULATION (2017 estimate):** 51,557,365

**AREA (UN 2006):** 945,087 sq km

**CAPITAL:** Dodoma

**CURRENCY:** Tanzanian shilling (TZS)

HEAD OF STATE AND COVERNMENT: President John Magufuli

FORM OF GOVERNMENT: democratic republic

PARLIAMENTARY SYSTEM: unicameral

**STATE STRUCTURE:** unitary

LANGUACES: Swahili (official), English

NATIONAL ELECTIONS: last: October 2015, turnout: na; next: 2020

**WOMEN IN PARLIAMENT (2015):** 35.4%

LOCAL ELECTIONS: last: October 2015, turnout: na; next: 2019

WOMEN COUNCILLORS (2015): 34%

238

LOCAL GOVERNMENT EXPENDITURE as a percentage of total government expenditure 2013/14: na

#### **SUMMARY**

Tanzania is a democratic unitary republic with both a national government and a devolved government of Zanzibar which has autonomy for non-union matters. There is local government in both Tanzania and Zanzibar. Article 145 of the constitution gives recognition to local government and is supported by the Local Government (District Authorities) Act 1982 and the Local Government (Urban Authorities) Act 1982. The Ministry for Regional Administration and Local Government is responsible for local government in mainland Tanzania and currently sits within the Prime Minister's Office. On the mainland, there are three types of urban authority: city, municipal and town councils. In rural areas there are two levels of authority; the district councils alongside the township authorities, and the village council. On Zanzibar, urban authorities are either town councils or municipalities, while all rural authorities are district councils. In mainland Tanzania there are 25 regions, 40 urban councils and 132 rural district councils, whilst on Zanzibar there are five regions, four urban authorities and seven rural district councils. Following the 2015 local elections 34% of councillors were women. Local government authorities (LGAs) have the power to levy taxes, fees and charges; however the majority of local authority revenue comes in the form of sector-specific conditional transfers from national government. LGAs exist for the purpose of consolidating local services and empowering citizens to participate in social and economic development. Local authorities are mandated to: maintain law, order and good governance; promote the economic and social welfare of the people in their jurisdiction; and ensure effective and equitable delivery of quality services to the people.

#### **1. NATIONAL GOVERNMENT**

Tanzania is a democratic unitary republic with three spheres of governments: central, Zanzibar devolved administration and local government.44.1a Mainland Tanzania has a unicameral national assembly: the Bunge, comprising 357 members; of which 239 members are elected from constituencies; 102 special seats reserved for women members: five members elected by the Zanzibar House of Representatives; ten members appointed by the president; and the attorney general (ex-officio). Zanzibar has autonomy for non-union matters, has a unicameral assembly known as the House of Representatives with 82 members, of which 50 are elected directly from constituencies; 20 are reserved for women; ten are nominated by the president of Zanzibar, and two are seats for the speaker, and the attorney general (ex officio). Following the 2015 national election, 35.4% of elected Bunde members were women.44.1b The president is both head of state and head of government and is directly elected by popular vote after securing a majority, and may serve for a maximum of two five-year terms. If from the mainland, the vice-president must come from Zanzibar, and vice versa. The president appoints the prime minister as the leader in the Bunge and they must be appointed from among the constituency-based MPs and the majority political party. The president of Zanzibar is a cabinet member. The president of Zanzibar is also directly elected and is the head of government for internal Zanzibar matters. The president appoints the chief minister

and members of the cabinet from among the members of the House of Representatives.

### 2. LEGAL BASIS FOR LOCAL GOVERNMENT

#### 2.1 Constitutional provisions

The constitution of the United Republic of Tanzania gives recognition to the establishment of local government institutions throughout the country.<sup>452a</sup> Article 145 of the constitution stipulates that parliament will enact a law elaborating the procedure for establishing LGAs as well as spelling out their functions, responsibilities and powers.

#### 2.2 Main legislative texts

The Local Government (District Authorities) Act 1982<sup>45.2b</sup> and the Local Government (Urban Authorities) Act 1982<sup>45.2c</sup> provide for the establishment of rural and urban LGAs as district township authorities (villages that are assuming an urban character) and village authorities. The Acts were amended in 1999 by the Local Government Laws (Miscellaneous Amendments) Act (No. 9) 1999. Other important legislation includes the Local Government Finances Act 1982; the Urban Authorities (Rating) Act 1983; the Local Authorities Elections Act 1979 and the Regional Administration Act 1997. The Local Government Services Act (No. 10 of 1982) as amended by Act No. 6 of 1999, to provide for decentralised human resource management, was repealed by the Public Services Act (No. 8) 2002. In Zanzibar, the main legislation is the Zanzibar Municipal Councils Act 1995 and the District and Town Councils Act 1995.

### Table 45.1a Distribution of councils and population

Region (mkoa)		Urban local government				Rural local government			Population (2012	Population	0/ 11/10
Region (mkoa)		Districts	Urban councils	Wards Mtaa		Rural Shehias councils (villages)		Vitongoji (hamlets)	(2012 Census)	(2017 estimate)	% rural (2012)
Arusha		6	1	19	na	6	104	na	1,694,310	1,943,196	37.3
Dar es Salaam		3	5	90	na	0	0	na	4,364,541	5,871,557	100.0
Dodoma		7	1	37	na	6	152	na	2,083,588	2.312,141	16.2
Geita		5	1	35	na	5	63	na	1,739,530	1,173,667	19.3
Iringa		3	2	19	na	3	74	na	941,238	996,105	27.7
Kagera		7	1	14	na	7	167	na	2,458,023	2,879,231	10.6
Kigoma		5	2	28	na	6	83	na	2,127,930	2,399,121	19.2
Katavi		3	1	9	na	2	33	na	564,604	663,685	30.8
Kilimanjaro		6	1	21	na	6	132	na	1,640,087	1,790,113	25.4
Lindi		5	1	18	na	5	118	na	864,652	905,947	19.6
Manyara		5	1	8	na	5	114	na	1,425,131	1,670,191	15.9
Mara		6	1	13	na	6	141	na	1,743,830	1,972,173	19.6
Mbeya		8	2	37	na	8	181	na	2,707,410	1,929,359	33.8
Morogoro		6	1	19	na	6	135	na	2,218,492	2,495,462	30.2
Mtwara		5	2	27	na	5	122	na	1,270,854	1,351,038	22.7
Mwanza		7	2	21	na	5	133	na	2,772,509	3,217,328	38.9
Njombe		4	2	21	na	4	75	na	702,097	730,555	23.8
Pwani		6	1	11	na	6	100	na	1,098,668	1,224,120	33.3
Rukwa		3	1	15	na	3	49	na	1,004,539	1,179,149	24.9
Ruvuma		5	1	21	na	5	119	na	1,376,891	1,530,955	25.7
Shinyanga		3	2	37	na	3	81	na	1,534,808	1,701,220	21.9
Simiyu		5	1	25	na	4	86	na	1,584,157	1,736,839	9.8
Singida		5	1	16	na	5	108	na	1,370,637	1,539,286	14.5
Songwe		5	1	16	na	5	108	na	998,862	1,173,667	na
Tabora		7	1	25	na	6	141	na	2,291,623	2,291,623	16.8
Tanga		8	3	44	na	9	171	na	2,045,205	2,286,528	22.2
Total mainland	25	138	40	630	3,939	133	2,682	64,691	43,625,354	50,045,131	32.9
Kaskazini Unguja		2		**	na	-	**65	na	187,455	219,980	8.7
Kusini Unguja		2	*1	**	na	-	**61	na	115,588	127,744	6.7
Mjini Magharibi		2		**	na	-	**84	na	593,678	732,408	82.9
Kaskazini Pemba		2	*3	**	na	-	**59	na	211,732	225,952	18.2
Kusini Pemba		2		**	na	-	**62	na	195,116	206,148	19.7
Total Zanzibar	5	10	4	95	na	-	236	na	1,303,569	1,512,242	45.0
Total Tanzania	30	148	44	725	>3,939	133	2,918	>64,691	44,928,923	51.557,365	33.2

Source: 2012 Census<sup>453a</sup> \*There is one urban council covering all of Unguja, and three covering the whole of Pemba \*\*The number of shehias in Zanzibar includes urban wards

#### 2.3 Proposed legislative changes

The Zanzibar Local Government Authority Act of 2014 bill<sup>452d</sup> was put forward in Oct 2014 to the Assembly to replace the Zanzibar Municipal Councils Act 1995 and the District and Town Councils Act 1995. On the Tanzania mainland, no current legislative changes are proposed. 2.4 National urban policy

In 2000 Tanzania's National Human Settlements Development Policy<sup>452e</sup> was adopted, which guides the government's approach to the rapid urbanisation occurring across the country.



# 3. STRUCTURE OF LOCAL GOVERNMENT

**3.1 Local government within the state** The 30 regions and 148 districts are administrative entities which are charged with maintaining law and order.

#### 3.2 Ministerial oversight

The Ministry for Regional Administration and Local Government<sup>45.3b</sup> (MRALG) is responsible for local government in mainland Tanzania and works within the Prime Minister's Office. The main role of the minister and their department is to formulate broad national policies and to monitor local authorities to ensure that these policies are integrated into locally developed programmes. The department works in collaboration with sector ministries, which also formulate policies relating to areas such as education, health, roads, water and agriculture. Details of ministerial oversight on Zanzibar were not available.

#### 3.3 Council types

In mainland Tanzania there are 37 urban councils (19 municipalities, 15 town councils and three cities), which can be sub-divided into 3,939 mtaa (streets). The 133 rural district councils consist of 2,682 registered villages and 64,691 vitongoji (hamlets, the smallest unit of a village). Within Zanzibar, there are four urban authorities: three town councils on the island of Pemba and one municipality on the island of Unguja. All rural authorities are covered by the seven rural district councils. The combined number of shehias and wards is 331.

3.3.1 Council structures: Below the level of local authorities there exist a number of democratic bodies to debate local development needs. In the rural system, the vitongoji comprises an elected chairperson who appoints a secretary and three further members, all of whom serve on an advisory committee. In urban areas the mtaa (street - a small urban area or geographical division of a ward), is the smallest unit within an urban authority. The recently established mtaa committees, unlike those of the vitongoji, have a fully elected membership comprising a chairperson, six members and an executive officer. These committees provide a grassroots link to the ward structure, and mobilise participation of local people in local development. Priorities for local service delivery and development projects are discussed by the committees, before being forwarded to the ward development committee (WDC). In the rural system proposals reach the WDC via the village council. WDC membership includes the elected ward councillor as chairperson, the ward executive officer (WEO), a salaried official with no voting rights, women councillors, all village chairpersons within the ward and all village executive officers (VEOs). The WDC coordinates development plans and social service plans, supervises project implementation and service delivery activities, and is an intermediary for discussing initiatives arising from the sub-ward levels and development plans from the higher tier local authorities.

#### 3.3.2 Mainland Tanzania (rural councils):

District councils coordinate the activities of the township authorities and village councils, which are accountable to the district for all revenues received for day-to-day administration. The village and township councils also have responsibility for formulating plans for their areas, and in most cases for securing district approval. Plans are developed in association with formally established bodies. District councils and township authorities must have three standing committees: finance, administration and planning; education, health and water; and economic affairs, works and environment. Village councils have three standing committees: finance and planning; social services; and defence and security. Statutory committees for both district and village councils include an HIV/AIDS committee and a council ethics committee. Local authorities have discretion to establish further committees, although there is a maximum for each type of authority. The role of the committees is to develop policy, set budgets and oversee the work of specific departments.

#### 3.3.3 Mainland Tanzania (urban councils): there are three types of urban authorities: town councils, municipal councils and city councils. The chairpersons of the town councils and the mayors of the municipal councils and their deputies are indirectly elected by the other councillors. Urban councils have all the same standing committees as the district councils, and the discretion to establish further ones. Non-elected members may be co-opted onto committees.

**3.3.4 Zanzibar (urban councils)**: No information available.

**3.3.5 Zanzibar (rural councils)**: No information available.

#### 4. ELECTIONS

#### 4.1 Recent local elections

Elections for local government leaders are held every five years alongside those of the president and MPs under the firstpast-the-post system and with universal adult suffrage at age 18.. They were last held in October 2015<sup>44,4a</sup>.

#### 4.2 Voting system

In order to contest leadership a potential candidate must be a member of, and sponsored by, a political party. To be eligible, the candidate must be a Tanzanian citizen, at least 21 years of age, and able to read and write in Kiswahili and/or English. Voting is a right granted to all persons of 18 years and above.

#### 4.3 Elected representatives

On mainland Tanzania, chairpersons and mayors are appointed by the elected members of their respective authorities. Village councils are elected by the village assembly, which includes all adults over the age of 18. The urban and district councils comprise members elected from each ward, the MPs representing the constituency within which the urban area is situated, and women members appointed by the National Electoral Commission in proportion to the number of elected positions on the council, including MPs. The number of women appointed to the council is not less than one-third of the ward representatives and MPs combined. Dar es Salaam City Council has an indirectly elected mayor and deputy mayor. Both are elected by an electoral college comprising all councillors of the urban authorities over which the council is established. The deputy mayor must come from a different urban authority from the mayor. The membership of city councils is made up of all the mayors from the urban authorities within their jurisdiction, all MPs representing constituencies within their area, at least two women MPs resident in the city and elected from the women in parliament, and three councillors from each urban council, one of whom must be a woman. The township authorities comprise the chairpersons of the vitongoji within its area, and not more than three members each appointed by the district council. Village councils have between 15 and 25 members, made up of a chairperson elected by the village assembly, all chairpersons of the vitongoji within its area, and other members elected by the village assembly.

#### 4.4 Women's representation

Legislative affirmative action has done much to ensure women's representation in local government in Tanzania. There is a legal requirement that women must occupy at least one-third of ward representatives' and 25% of village council seats and the prescribed special seats have increased the number of women councillors to 978 in 2015 across all authorities. Following the 2015 election, 34% of councillors were women, down on 35% following the 2011 election.

#### Table 45.1b Women councillors and mayors following the last two local elections

Election	20	10	2015		
Councillors	#	%	#	%	
Female councillors	na	35	978	~34	
Male councillors	na	65	na	na	
Total councillors	na	100.0	na	100.0	
Urban chairpersons	#	%	#	%	
Female urban chairpersons	na	na	na	11	
Male urban chairpersons	na	na	na	89	
Total urban chairpersons	na	100.0	na	100.0	
Rural chairpersons	#	%	#	%	
Female rural chairpersons	na	na	na	2	
Male rural chairpersons	na	na	na	98	
Total rural chairpersons	na	100.0	na	100.0	

Source: MRALG correspondence with CLGF and Genderinks<sup>44,4b</sup>

Approximately 3% through the open ballot and the rest through reserved seats. Following the 2015 election, women chaired 11% of urban councils and 2% of rural councils.

#### 5. SYSTEMS FOR COMMUNITY INVOLVEMENT 5.1 Legal requirement

Amendments to the Local Government (District Authorities) Act 1982 provide for councils to organise public hearings for people to question political leaders and staff. Councils are also empowered to establish service boards, open to all citizens in the area, providing an opportunity to influence service provision. Participatory budget-making is encouraged and enabled by bottom-up budgeting through the WDCs and the democratic structures above them. Local authorities are now required to promote and ensure democratic participation.

#### 5.2 Implementation

Through the participatory planning methodology known as 'opportunities and obstacles to development' (O&OD), communities kick-start the process of planning. During the O&OD process the needs of various social groups – eg young people, women, minority groups, disabled people and those below the poverty line – are taken into consideration. Whenever a council plans to implement a specific project it must organise a public hearing where the benefits of the project and how it will be implemented are explained and the public are encouraged to provide their views.

**5.3 ICT use in citizen engagement** No information is available.

S mornation is available.

6. ORGANISED LOCAL GOVERNMENT

The Association of Local Authorities of Tanzania<sup>44.6</sup> (ALAT) represents local government on the mainland of Tanzania. It is a voluntary organisation with a membership of 133 urban and district councils. Its functions are: to provide a forum for exchanging views and experiences among member LGAs; to provide advocacy on policy and legislative matters likely to affect LGAs; to disseminate information and provide expert advice; to make representations and proposals to government; and to represent LGAs and their views in international forums.

#### 7. INTERGOVERNMENTAL RELATIONS

Intergovernmental relations are formally structured under the amended local government legislation and the Regional Administration Act 1997. The regional secretariats have a pivotal role, facilitating links with the centre and carrying out their enabling function at regional, district and divisional levels. The Regional Administration Act 1997 also established regional and district consultative committees for each region and district. These committees must provide advice to LGAs regarding their development plans and monitor and ensure coordination of the overall economic development of the region. Each committee consists of the regional commissioners and district commissioners of all districts within the region, all chairpersons/mayors of district and urban authorities, all directors of urban and district authorities, and MPs of constituencies within the region. ALAT has a formal role for collective bargaining and dispute resolution in the local government service. National government ministries issue guidelines which should be used by LGAs in the implementation of national policies. Decisions made by LGAs should not be at variance with national policies.

At the regional level there are national government offices which serve as extended arms of national government. These 24 regional offices coordinate and provide advice and technical support to help LGAs discharge their duties to the required standard. The regional offices have a duty to create an enabling environment for LGAs to provide services and bring about development at the local level. There is a regional consultative committee in every region chaired by the regional commissioner and drawing members from the districts, including council chairpersons, district commissioners, MPs and the chief executives of the councils in the region. The functions of regional consultative committees, which are established by law, include considering and providing advice to LGAs regarding development plans. ALAT, whose membership includes an MP from each region, will be involved whenever there is a policy issue that relates to local government, before a decision is made at cabinet level. This is normally done through workshops and working sessions organised by MRALG, and representatives of ALAT are invited. Policy recommendations are sometimes discussed at meetings of the executive committee of ALAT and later at the annual conference where all LGAs are represented. There are also three parliamentary committees which handle issues of direct consequence to LGAs; the Legal and Administrative Committee, the Local Authorities Accounts Committee and the Parliamentary By-laws Committee.

#### 8. MONITORING SYSTEMS

The regional commissioner, appointed by the president, has responsibility for monitoring the legal conduct of councils. Each regional consultative committee serves as an advisorv committee for the LGAs in its region. As part of public service reforms, under the provisions of the Regional Administration Act 1997 regional administrations were renamed regional secretariats (RSs) and now have a development function to provide enabling support services to local government as part of decentralisation. This is also the case at the district and divisional levels. A number of systems are used to monitor the performance of LGAs:

- preparation and submission of quarterly financial reports
- annual assessment of LGAs for development fund grants
- the Local Authorities Accounts Committee inspects projects that are being implemented by LGAs in their areas of jurisdiction
- each LGA has an internal audit section which checks on the management of finances, including revenue collection
- the external auditor for LGAs is the National Audit Office



- the ministry has an Inspectorate Section which goes out to LGAs to probe any financial mismanagement or other governance irregularities
- the Public Procurement Regulatory Authority carries out inspections on how the procurement of goods and services has been carried out in LGAs
- the opposition contributes to monitoring LGAs.

# 9. FINANCE, STAFFING AND RESOURCES

**9.1 Local government expenditure** No information is available

#### 9.2 Locally raised revenue

LGAs have the power to levy taxes, fees and charges. The typical taxes levied are direct ones, which are difficult to collect.

#### 9.3 Transfers

The law provides for grants to LGAs in the sectors of education, health, water, roads and agriculture. These grants cover recurrent expenditure, which includes salaries and operating expenses. The charges associated with operating expenses are calculated by formula and the funds for salaries are disbursed by payroll. Conditional transfers form approximately 80% of the total, with unconditional transfers making up the remaining 20%.

#### 9.4 Loans

No information is available

#### 9.5 Local authority staff

Elected representatives are not paid salaries but rather monthly responsibility allowances, the rates of which are set by the minister responsible for local government. The head of the paid service is the district executive director in the district authorities and the town/municipal/city director in urban authorities. Typically, below the director there are a number of heads of department, usually including personnel and administration; planning and finance; engineering or works; education and culture; trade and economic affairs; urban planning; health and social welfare; cooperatives, agriculture and livestock development; and community development. City council directors are appointed by the president, while directors of town, municipal and district councils are appointed by the Minister for Regional Administration and Local Government. Local goverments appoint heads of department and other personnel.

# 10. DISTRIBUTION OF SERVICE DELIVERY RESPONSIBILITY

# 10.1 Overview of local government service delivery responsibility

Each LGA is responsible in its area of jurisdiction for the maintenance and facilitation of peace, order and good government; for the promotion of the social welfare and economic wellbeing of the people; and for the furtherance of social and economic development. LGAs are allowed to cooperate with other organisations and agencies in providing the following services: suppression of crime, maintenance of peace and good order and protection of lawfully acquired public and private property; control and improvement of agriculture, trade, commerce and industry; the furtherance and enhancement of health, education and social, cultural and recreational life; the relief of poverty and distress as well as assistance and amelioration of life for the young, the aged and the disabled or infirm; and the development, mobilisation and application of productive forces to the war against poverty, disease and ignorance. The basic functions of district and urban authorities, within their jurisdictions, are to maintain law, order and good governance, to promote the economic and social welfare of the people and to ensure effective and equitable delivery of services to all. Additionally they must formulate, coordinate and supervise the implementation of plans for economic, social and industrial development in their areas, monitor and control the performance of the council and its staff, collect and ensure the proper use of council revenues, make by-laws, and (in district LGAs) approve by-laws made by village councils. District councils also regulate and coordinate the development plans, projects and programmes of villages and township authorities within their areas.

10.2 ICT use in service delivery

No information is available.

#### 10.3 The role of local government in achieving the UN Sustainable Development Goals (SDGs)

The Tanzanian Government, through the National Bureau of Statistics (NBS), has conducted a stakeholders' meeting on implementation and monitoring of the Global Sustainable Development Goals (SDGs). When officiating the meeting. the Chief Secretary said that Tanzania has a great chance of achieving the targets of Sustainable Development Goals (SDGs) by year 2030.<sup>4510</sup>

#### **REFERENCES AND USEFUL WEBSITES**

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- 45.11b Commonwealth Local Government knowledge hub www.clgf.org.uk/resource-centre/ knowledge-hub
- 45.11c UNDP HDR Tanzania country profile http://hdr.undp.org/en/ countries/profiles/TZA

# Annex 44a Summary of service provision in different spheres of government in Tanzania

		Mair	nland		Zanzibar		
Services	National government	Urban councils	Rural councils	Zanzibar assembly	Urban councils	Rural councils	Remarks
GENERAL ADMINISTRATION	government	councils	councils	ussering	couriens	councils	Remarks
Police							
Fire protection	-		-				
Civil protection		-		-	-		
Criminal justice	-		_	-		-	
Civil status register	_	-		_	-		
Statistical office							
Electoral register	•			•			
EDUCATION							
Pre-school (kindergarten and nursery)			-				
Primary		•	-		•	•	
Secondary							
Vocational and technical							
Higher education				•			
Adult education							
SOCIAL WELFARE							
Family welfare services							
Welfare homes		-	-				
Social security							
PUBLIC HEALTH							
Primary care							
Hospitals							
Health protection							
HOUSING AND TOWN PLANNING	_	_	_	_	_	_	
Housing							
Town planning							
		-	-		-	-	
Regional planning	-			-			
Roads			_				
Transport							
Urban roads	_			_	•		
Urban rail	•						
Ports							
Airports		-		-	-		_
ENVIRONMENT AND PUBLIC SANITATION							
Water and sanitation			•		•		
Refuse collection and disposal			•				
Cemeteries and crematoria							
Slaughterhouses							
Environmental protection							
Consumer protection							
CULTURE, LEISURE AND SPORTS							
Theatres and concerts							
Museums and libraries							
Parks and open spaces							
Sports and leisure facilities							
Religious facilities							
UTILITIES		_	_		_	_	
Gas services							
			-			_	
District heating		_	_		-		
Water supply	_			_			
Electricity	-		-	-			
ECONOMIC	_	-	_	_	-	_	
Agriculture, forests and fisheries							
Local economic development/promotion							
Trade and industry							
Tourism							

■ sole responsibility service ■ joint responsibility service ■ discretionary service

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