

Institute of Social Studies

Graduate School of Development Studies

Effectiveness of the Public Service Reform Programme:

A Case Study of Transparency in recruitment Procedures in the Public
Service Management, Tanzania

A Research Paper presented by:

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In Partial Fulfillment of the Requirements for Obtaining the Degree of:

Master of Arts in Development Studies
Specialization:

Human Resources and Employment

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The Hague, 15th December 2006

This document represents part of the author's study Programme while at the Institute of Social Studies: The view stated therein are those of the author and not necessarily those of the Institute.

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Dedication

Dedicated to the late my lovely father, Mathias Pangumsindo Lalika, of blessed memory (1940-1981) and late my lovely mother, Lucia Mkolichuma Kilyenyi, of blessed memory (1943-1988).

My wife, Anna L. Lulandala, deserves the same dedication for patience of caring for my children since 1993 – 1995 when I went for Diploma Course in Education; 1999 – 2002 the period for my Bachelor of Public Administration and from September, 2005 to December, 2006 the duration for this study of MA in Development Studies here in the Hague, The Netherlands.

Table of contents

ACKNOWLEDGEMENTS	IV
ACRONYMS.....	V
CHAPTER ONE: INTRODUCTION	1
1.1 <i>INDICATION OF THE PROBLEM</i>	<i>1</i>
1.2 <i>RELEVANCE OF THE STUDY.....</i>	<i>3</i>
1.2.1 <i>Background to transparency in recruitment before the PSRP.....</i>	<i>3</i>
1.3 <i>RELEVANCE AND JUSTIFICATION OF THE STUDY</i>	<i>4</i>
1.3.1 <i>Research Objectives.....</i>	<i>4</i>
1.3.1.1 <i>General Objective.....</i>	<i>4</i>
1.3.1.2 <i>Specific Objectives</i>	<i>4</i>
1.3.2 <i>Research Question</i>	<i>4</i>
1.3.2.1 <i>Sub-questions</i>	<i>5</i>
1.3.3 <i>Research Methodology and source of information.....</i>	<i>5</i>
1.4 <i>SAMPLING PROCEDURE</i>	<i>6</i>
1.4.1 <i>Scope and Limitation of the Study</i>	<i>7</i>
1.5 <i>ORGANIZATION OF THE RESEARCH PAPER.....</i>	<i>7</i>
CHAPTER TWO: CONCEPTUAL FRAMEWORK AND LITERATURE REVIEW	8
2.1 <i>INTRODUCTION</i>	<i>8</i>
2.2 <i>SUMMARY OF THE LITERATURE REVIEW</i>	<i>8</i>
2.3 <i>TANZANIA'S POLICY FORMULATION OPTION.....</i>	<i>10</i>
2.4 <i>THEORIES OR CONCEPTS</i>	<i>12</i>
2.4.1 <i>Introduction.....</i>	<i>12</i>
2.4.2 <i>New Public Management (NPM).....</i>	<i>13</i>
2.5 <i>REASONS FOR NPM ADOPTION.....</i>	<i>14</i>
2.5.1 <i>Impact of NPM on Recruitment</i>	<i>16</i>
2.5.2 <i>Indicators for the Impact of NPM on Recruitment</i>	<i>16</i>
2.5.3 <i>Human Resource Management (HRM).....</i>	<i>17</i>
2.6 <i>RECRUITMENT AND SELECTION CONCEPTS</i>	<i>18</i>
2.6.1 <i>Theory application.....</i>	<i>18</i>
2.6.2 <i>Challenges and emerging issues.....</i>	<i>21</i>
2.6.3 <i>Emerging Issues in Thai Civil Service</i>	<i>23</i>
2.7 <i>CONCLUSION</i>	<i>23</i>
CHAPTER THREE: EXPERIENCE OF RECRUITMENT PRACTICES BEFORE AND AFTER INTRODUCTION OF THE PSRP	25
3.1 <i>BACKGROUND OF THE PSRP IN TANZANIA</i>	<i>25</i>
3.2 <i>EXPERIENCE OF RECRUITMENT PRACTICES BEFORE INTRODUCTION OF THE PSRP....</i>	<i>25</i>
3.2.1 <i>Impact of the PSRP on recruitment processes in Tanzania.....</i>	<i>27</i>
3.3 <i>OBJECTIVES OF THE PSM & EP - THE NEW FRAMEWORK FOR RECRUITMENT AND SELECTION.....</i>	<i>28</i>
3.3.1 <i>Transparency in Recruitment and Selection Procedures.....</i>	<i>29</i>

3.4 CONCLUSION	30
CHAPTER FOUR: THE RECRUITMENT PRACTICES IN THE PSM.....	31
4.1 INTRODUCTION	31
4.2 RECRUITMENT PROCEDURES IN THE PSM BEFORE INTRODUCTION OF THE PSRP	31
4.2.1 Introduction.....	31
4.2.2 Findings	33
4.2.3 Steps taken in recruitment processes after introduction of PSRP	34
4.2.4 Attention to promote more Transparency in recruitment	36
4.3 EFFICIENCY AND EFFECTIVENESS OF TRANSPARENCY.....	37
4.3.1 Quality of new employees in the Public Service	39
4.3.2 Emerging issues in recruitment:	41
4.3.2.1 Policy on gender consideration when recruitment and selection is conducted....	41
4.4 VIEWS FROM KEY INFORMANTS ON TRANSPARENT RECRUITMENT	44
4.5 CONCLUSION	47
CHAPTER FIVE: GENERAL CONCLUSION	49
5.1 INTRODUCTION	49
5.2 CONCLUSION	49
5.3 COMMENTS.....	50
BIBLIOGRAPHY	ERROR! BOOKMARK NOT DEFINED.

Acknowledgements

Glory to Almighty God for giving me the strength and the will to write this research paper.

My sincere and biggest debt of gratitude is to be conveyed to my Supervisors, Dr. Freek Schiphorst and Dr. John Cameron for they have been my academic mentors.

I wish to express my heartfelt appreciation to Dr. Freek Schiphorst, the first Supervisor for shaping my Research proposal, Research Design and then guiding me to read several literatures based on my data analysis which at the end I converted into chapters. His thorough reading of my numerous draft papers, giving comments that came back within days (not weeks) and his encouragement gave me more strength. His always demanding more, challenged me to produce to my best capacity. Freek, I am deeply thankful to your support.

Dr. John Cameron, my second Supervisor whose door was always open and who was always ready to listen, read my drafts and provided constructive criticism and suggestions made me feel too much favoured. He always asked me most difficult, yet appropriate questions and pinpointed the weaknesses of my work. I never have reason to doubt his unflinching support. My discussions with him always led me to become well-informed. And his deeper comments, further reflections and nuances on issues that had not been properly developed in my drafts help me to improve more.

I also wish to acknowledge on the working title advice I received from Dr Nicholas Awortwi as he gave me a highlight to my paper.

I wish also to acknowledge my sincere gratitude to the Institute of Social Studies which kindly gave me an opportunity to undertake my MA programme with all material support till the completion of the study.

Special thanks to the Tanzania Government, specifically the Permanent Secretary – Ministry of Education and Culture who carefully considered the recommendations given by Mr. Frank Mganga (who was by then my Director of Administration and Personnel) that I should be sponsored by the ministry.

ACRONYMS

CSD	Civil Service Department
CSR	Civil Service Reform
CSRP	Civil Service Reform Programme
DC	District Commissioner
DED	District Executive Director
EU	European Union
GDP	Gross Domestic Product
HR	Human Resource
HRM	Human Resource Management
ILO	International Labour organization
ISS	Institute of Social Studies
KAMUS	Kamati Maalum ya Uajiri Serikalini (Special Committee for Employment in Government)
MDAs	Ministries, Departments and Agencies
MP	Member of Parliament
NBS	National Bureau of Statistics
NGOs	Non-Governmental Organizations
NPM	New Public Management
OCSC	Office of Civil Service Commission
OS	Operational Service
PCB	Prevention for Corruption Bureau
PM	Personnel Management
PS	Permanent Secretary
PSC	Public Service Commission
PSM & EP	Public Service Management and Employment Policy
PSRP	Public Service Reform Programme
PO – PSM	President's Office – Public Service Management
PO – PSRP	President's Office - Public Service Reform
SADC	Southern Africa Development Conference
TALGWU	Tanzania Local Government Worker's Union
TRA	Tanzania Revenue Authority
TTU	Tanzania Teachers' Trade Union
RAAWU	Researchers, Academicians and Allied Workers' Union
TUGHE	Tanzania Union of Government and Health Employees
TVs	Televisions
URT	United Republic of Tanzania
UK	United Kingdom

CHAPTER ONE: INTRODUCTION

Effective human resource utilization is very crucial important factor for economic development which in turn reduces poverty at some levels of the community. To achieve this, employment of trained personnel through transparency in recruitment process is very important as the public service acquires qualified and knowledgeable people. As Grindle (1997: 53) contributed the ideas of capacity-building that organizations which recruit appropriate talent are likely to employ workers who perform more productively than those who are incompetent. She emphasizes that there is a link between the open and competitive recruitment procedures and the employee performance.

This means that skills which public servants have, as the case of Tanzania development is concerned, have a crucial role to improve public service delivery. The competent public servants employed in the public service facilitate a well established development plans which are potential for development way forward in the country. And the well adopted development plans by competent professionals lead the country to have durable infrastructures, hospitals with competent doctors, schools with knowledgeable teachers and the well equipped government administrative institutions that are bridges for development of the country.

1.1 Indication of the Problem

Authors on recruitment planning like Hendry (1995: 200) say failure of planning have complex causes. Amongst them being detaching responsibility for manpower planning from management of recruitment due to insufficient commitment to the plan, unco-ordinated activities and too much consideration of confidence in systematic planning. Also lack of integration and unreal plans leads to practice of recruitment planning to become different from the theory.

So to address these complex causes Hendry suggests that in the process of recruitment we have to answer the following questions:

- How many and what type of people we need?
- Should recruitment or internal development and transfer be preferred, and why?
- Are there imbalances where transferring people would avoid redundancy problem and solve a recruitment one?
- What problems would exist with recruiting and how to overcome? Might less conventional contracts like job-share tape new sources of recruitment?
- What would be a realistic time-table for recruitment, and how should it be done?

Hendry says after we have answered the above questions properly, we would be able to minimize the possible setbacks of recruitment processes.

Moreover, it has been explained that one way of delivering necessary support to organizational strategies, recruitment and selection initiatives should go alongside with training and development, and large-scale cultural change and total quality management initiatives (Storey, 1995: 207). A particular focus is put on management competence that influences organizations to ensure some returns from the investment made in both human and material capital (Mangham and Silver, 1990:2) that leads to identify key managerial skills which underpin effective management performance. After identification of such skills, recruitment and selection processes could be installed ensuring that managers possessing skills and qualities are attracted to the organizations, being developed and rewarded against appropriate competence criteria (Boyatzis, 1982; Bethell-Fox, 1992 and MCI, 1990).

Hence, in Tanzania context the problem which existed before introduction of the PSRP was recruitment of graduates from universities and secondary school leavers taking for granted that they are able to work. In such situation transparency in recruitment did not exist. This scenario led to the key problem of inefficiency in the public service delivery caused by the incompetent personnel which might have been recruited on grounds of tribalism, nepotism or based on corruption. Lack of transparency in such a case frustrated the whole process of proper recruitment that could furnish the public service with qualified, competent, knowledgeable and skilled human resource. So, to address this problem transparent recruitment policy was introduced as the curative measure for proper management of employment.

Thereafter, the Public Service Management and Employment Policy (1999) was adopted requiring that if there is a vacant post, it must be advertised at least in three public media so that applicants from within and without the public service apply. This requirement aimed at facilitating transparency in processes of recruitment and for creating a wide pool of qualified candidates whereby competent ones would be selected. The adoption of such a recruitment policy resulted from problems prevailed in employment and management practices which were identified that recruitment and appointment into public service were not based on competence and ability (PSM & EP of 1999).

The Public Service Management and Employment Policy (1999:10) states that the supply driven recruitment policy for school leavers and university graduates had no mechanisms to select better candidates leaving out the incompetent ones. It reiterates that there were no established criteria for identification of vacancies, and thus leading to recruitment that fills in vacancies which are not properly determined basing on the HR requirements of organizations.

However, should we say that public service in Tanzania was completely not performing before introduction of the reforms? Although we cannot say it was completely doing nothing in public service delivery, the reality from the researcher's own experience as the employee in the public service shows that in 1980s the public service was not performing well¹ (Mfunwa, 2006). A public servant would arrive to work at 10 a.m and stay in the office up to 12 noon. Then s/he would go for lunch up to 2 or 2.30, thereafter coming back at closing hours of 3.30 afternoon. That is, the public servant provided the public service for 3 hours per day. While after reforms, the Open Performance Review and Appraisal System was introduced. Every public servant justifies necessity of his/her position by presenting goals to be achieved in a financial year before the Head of department. Thereafter, contract is signed and that is the evaluation basis for every public servant per year (see Annex 3). This has somehow facilitated improved performance in public service delivery, and especially when this goes alongside with transparent recruitment of competent and skilled employees.

Therefore in order to address such shortcomings transparency in recruitment was introduced by decentralizing power of recruitment and appointment to Permanent Secretaries of the government ministries, Independent departments and other government agencies (MDAs).

1.2 Relevance of the Study

1.2.1 Background to transparency in recruitment before the PSRP

Tanzania like other countries of the world was obliged to implement the New Public Management (NPM) policy reforms as prescribed by the International Monetary Fund and donor institutions (Grindle and Thomas, 1991:153). NPM meant to transfer business and market principles and management techniques from the private into the public sector (Drechsler, 2005). He pointed out the weakness of large traditional monopolistic public service delivery, particularly the inability to cope with the diversity and complexity of the public services that are in demand by the people at the right time.

Following the NPM reforms, the PSRP was introduced originating from the Civil Service Reform Programme (CSR) which aimed at improving service delivery in the civil service only. The CSR focused on re-defining the role of state and rightsizing of government departments to control public expenditure, especially the wage bill² whereby some public servants were subjected into redundancy. The PSRP was introduced with strong focus to improve public service delivery to

¹ "In Tanzania 46% of the respondents considered the public service to be not fair. And in Cameroon 41% of the respondents considered it to be very poor or poor (ECA 2004)".

² The Presidents' Office, Public Service Management – Tanzania.

the whole public service, instead of the civil service only. That is why it is regarded as a logical development of the CSR. The PSRP has kept a long-term perspective that extends up to 2010.

1.3 Relevance and justification of the study

The study enhances our understanding of transparent recruitment as a part of strategy to improve public service delivery aiming at reducing levels of poverty in some families, getting most qualified technocrats in public service and reducing unnecessary complaints, and facilitating economic and social development. In realizing the increased transparency in recruitment ultimately leads to better public service delivery given by the competent public servants.

1.3.1 Research Objectives

1.3.1.1 General Objective

The starting point of this research is based on the negative experience of little transparency in recruitment procedures against the introduced changes in employment processes.

The general objective of the research was describing and analyzing the processes made by the Tanzania Public Service on introducing transparency in recruitment procedures of which by adhering appropriately to them, Tanzania would be able to assess vacant posts, advertising, assessing right candidates for employment and do correct placement. And as a result of such changes, the public service would be composed of qualified, skilled, knowledgeable and competent human resources. This will bring effectiveness in public service delivery as focused by the PSRP.

And based on findings, the research aimed at testing some of the dominant theories of the PSRP with its objective of improving public service delivery, specifically the transparency in recruitment as its target. If the findings prove little transparency existed, I would give my recommendations/comments that contributed to the debate on the effectiveness of the PSRP in Tanzania.

1.3.1.2 Specific Objectives

- i. To learn why shortcomings existed in the application of transparent recruitment policy for improving public service delivery.
- ii. To come up with recommendations/comments that would carry way forward to improve recruitment processes for effectiveness of the PSRP.

1.3.2 Research Question

In what ways have the transparent recruitment procedures contributed to improve public service delivery?

1.3.2.1 Sub-questions

- i. How was recruitment being done before introduction of the PSRP in Tanzania?
- ii. How is recruitment of the new workers conducted in Tanzania after introduction of the PSRP?
- iii. How are employment opportunities advertised to ensure that they are accessed by the majority applicants?
- iv. What measures are taken to promote more transparency in recruitment procedures?
- v. How efficient and effective is transparency in recruitment?
- vi. To what extent has the quality of new employees now improved?

1.3.3 Research Methodology and source of information

This research paper is based on the case study of transparency in recruitment procedures in the President's Office – Public Service Management, Tanzania. It is a descriptive and explorative one relying on qualitative analysis using both primary data obtained through structured and semi-structured interviews, questionnaires and secondary data obtained from the Public Service Acts, Public Service Regulations, Guide for Recruitment Procedures and the Public Service Management and Employment Policy of 1999.

The interview was administered to eleven principal and senior officials from the Public Service Management and the Public Service Commission, and questionnaires were administered to six middle and common cadre officers as shown in the table below:

Table 1: Shows categories of respondents in public service.

Name of Institution/Category	Number of respondents
From the Public Service Management	8
From the Public Service Commission	3
Middle & common cadre officers from the Public Service Management	6
Total number of respondents	17

Source: The Researcher (2006)

The triangulation of primary data was ensured by cross-checking with external key-informants. The available leaders were interviewed as the number indicated in the table below:

Table 2: Shows the key informants interviewed during the research study

Name of Informant	Number of key Informants
The Researchers' Trade Union – RAAWU	1
The Union for Government and Health Employees - TUGHE	1
The Union for Local Government Workers - TALGWU	1
The Human Rights and Good Governance Commission	1
The Teachers' Trade Union	1
The Prevention of Corruption Bureau	1
Recent graduate from the University of Dar-es-Salaam	4
Total number of informants	10

Source: The Researcher (2006)

The study critically examined effectiveness of the PSRP through observing the recruitment processes if they are real transparent in such a way that they can be known to all applicants of job, as has been articulated in the Public Management and Employment Policy of 1999. The analysis is also based on different books, working papers and research papers from the library reserve of the Institute of Social Studies and the internet.

The study draws a comparative assessment on how recruitment was conducted before and after introduction of the PSRP in Tanzania and then basing on findings obtained from such comparison judgment would be given if the improved recruitment procedures contributed to quality of public service delivery.

1.4 Sampling procedure

It was partly determined by consideration of availability of data and access to them. A personal contact to the researched departments was crucially important to obtain data in a rather sensitive case of recruitment or employment, as it touches on peoples' authority and the life of employment seekers.

Another criterion used for data collection was convenience or opportunity sampling whereby data were collected from individuals who were available in the Presidents Office - Public Service Management (PO-PSM), at the time of the field research. Other data were collected from the Public Service Commission, as referred by the PO – PSM itself. The researcher chose this approach deliberately as most of the principal and senior officials were still attending the Parliament budget sessions and also attending the Workers' Council in Dodoma, based in the central part of Tanzania while the Public Service Management is based in Dar-es-Salaam which is in the eastern part of the country.

1.4.1 Scope and Limitation of the Study

The study focused on effectiveness of the PSRP in Tanzania with special emphasis on transparency in recruitment procedures in the PO – PSM. It explored the improvement in transparent recruitment in the whole public service, as exemplified by the PO – PSM.

Since this research study relies on data obtained through interviewing public officials who used to be incorporated in the *ad hoc* Recruitment Committees, some times they felt like being probed and thus conceal some data as some hesitations were noticed. However, key-informants were interviewed to bridge some minor gaps (see Table 1 above).

So far the research study was delayed to start at the right time since most of the targeted officials were on movement to Dodoma while the PO - PSM is based in Dar-es-Salaam. And thereafter summing-up such sessions in 16th August, 2006 they proceeded with the PSM Workers' Council meeting in Dodoma as aforesaid before.

1.5 Organization of the Research Paper

Chapter One introduces the research paper as has been shown at the beginning of this chapter.

Chapter Two examines the context of policy reforms and the New Public Management as the cause of changes in recruitment and selection. Human Resource Management being the actor in recruitment is subject to discussion as well as the challenges and emerging issues.

Chapter Three is devoted for discussion on the introduction of the PSRP. It points out the objective(s) of the PSRP and linking such objectives with changes in recruitment procedures, the experience of Thai Civil Service being taken as the theory. It shows how recruitment procedures became transparent and how they are regarded effective, and as a result to improve efficiency in public service delivery.

Chapter Four is involved in analyzing and processing data collected from the case study. It analyzes critically the variables of recruitment and selection. Also tribalism, nepotism and corruption are subject to discussion as factors which can affect recruitment processes.

The chapter evaluates the case study of the transparency in recruitment procedures so as to discover if there is improvement in the recruitment and selection practices that proves efficiency of the public service delivery. Comments and critiques are given basing on obtained findings.

Chapter Five is the final one presenting the conclusion and comments together with reference.

CHAPTER TWO: CONCEPTUAL FRAMEWORK AND LITERATURE REVIEW

2.1 Introduction

This chapter presents different schools of thought relating to changes in public policies and their formulation models. It discusses the concepts of NPM and Human Resource Management and their influence to changes made in recruitment and selection practices. The Thai Civil Service reform and to a small extent the UK Civil Service has been related to that of Tanzania as the theory for the study.

2.2 Summary of the Literature Review

The 1980s is a decade in which fundamental changes in public policies were introduced around the world. For instance, perestroika in Soviet Union was introduced replacing communism, China decentralized to introduce competitive market replacing state controlled economy and the Great Britain and United States the conservative leaders adapted to individual initiative and competitive markets (Grindle and Thomas, 1991:1).

In new visions of how to achieve development under such changes, states became no longer the principal force of achieving economic growth and welfare. And the changes implied shift of power from central governments to the market and local levels of the government.

Despite the substantial economic and political barriers to introducing new policies, changes in macroeconomic and sectoral policies were made and organizational reforms were adopted in countries. Grindle and Thomas (1991: 122) believe in two models for implementation of policy reform; namely the linear and interactive models of policy formulation and implementation, as explained below:

- a) In the linear model (the model used in Tanzania), decision is taken as most important and therefore considered as the focal point of policy-makers and donors. Much emphasis is put on the necessity of policy analysis while the implementation agenda is left for specific group of people (Grindle and Thomas, 1991:122). This is because, implementation is the matter of carrying out what has been decided upon; and successful implementation is taken as the question of whether or not the implementing institution is strong enough for task. Below is a diagram for the linear model:

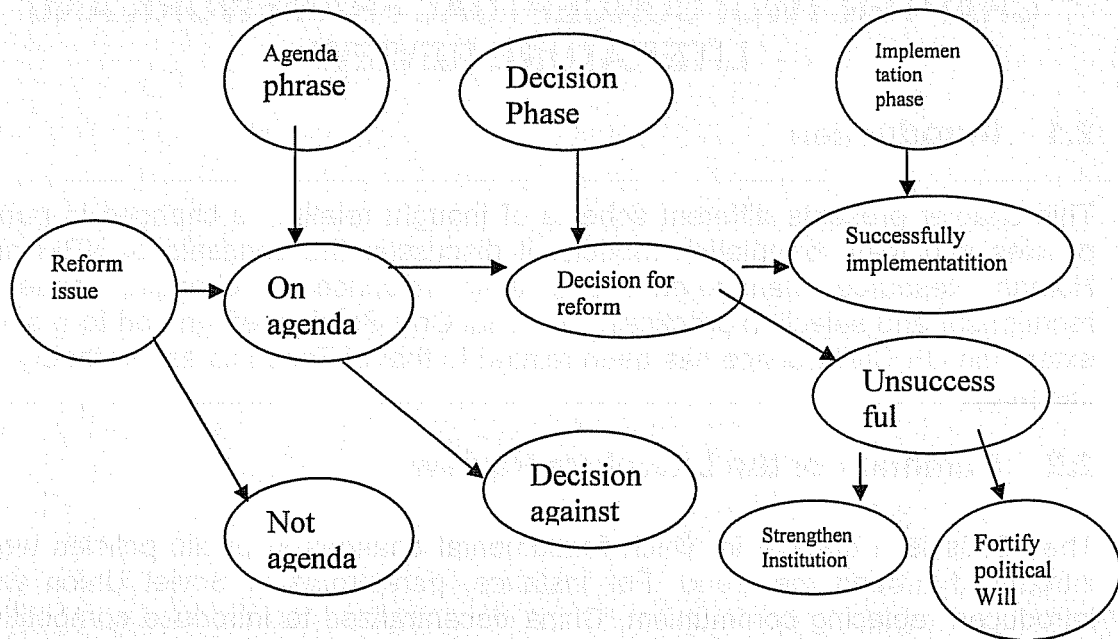


Figure 1: Shows the linear model of policy formulation and implementation (Grindle and Thomas, 1991:123).

- b) The second is interactive model as the process of policy making. This allows some inputs from stakeholders during formulation of policies. It borrows some inputs from political and economic approaches for policy reforms. Different from the linear model, the interactive model considers policy-making as a social process whereby interested parties like stakeholders and opponents influence the process of changes at any stage of policy formulation in the cycle (Grindle and Thomas, 1991:126).

Pressure groups may influence policy-makers while others influence policy managers as the character elements to force and setting of reactions to determine implementation of the reform and sustained or not. In this model pressures that are put on reform agenda come from many sources and selection of the best choice for action depends on the priority list, socio-economic and political environment of the country.

The interactive model appreciates necessity of availability of political, financial, managerial and technical resources for successful implementation and sustainability of reforms. The process of policy formulation in this model results into multiple outcomes that affect the policy process either positively or negatively (Grindle and Thomas, 1991:126 -127). Below is the diagram of the interactive model:

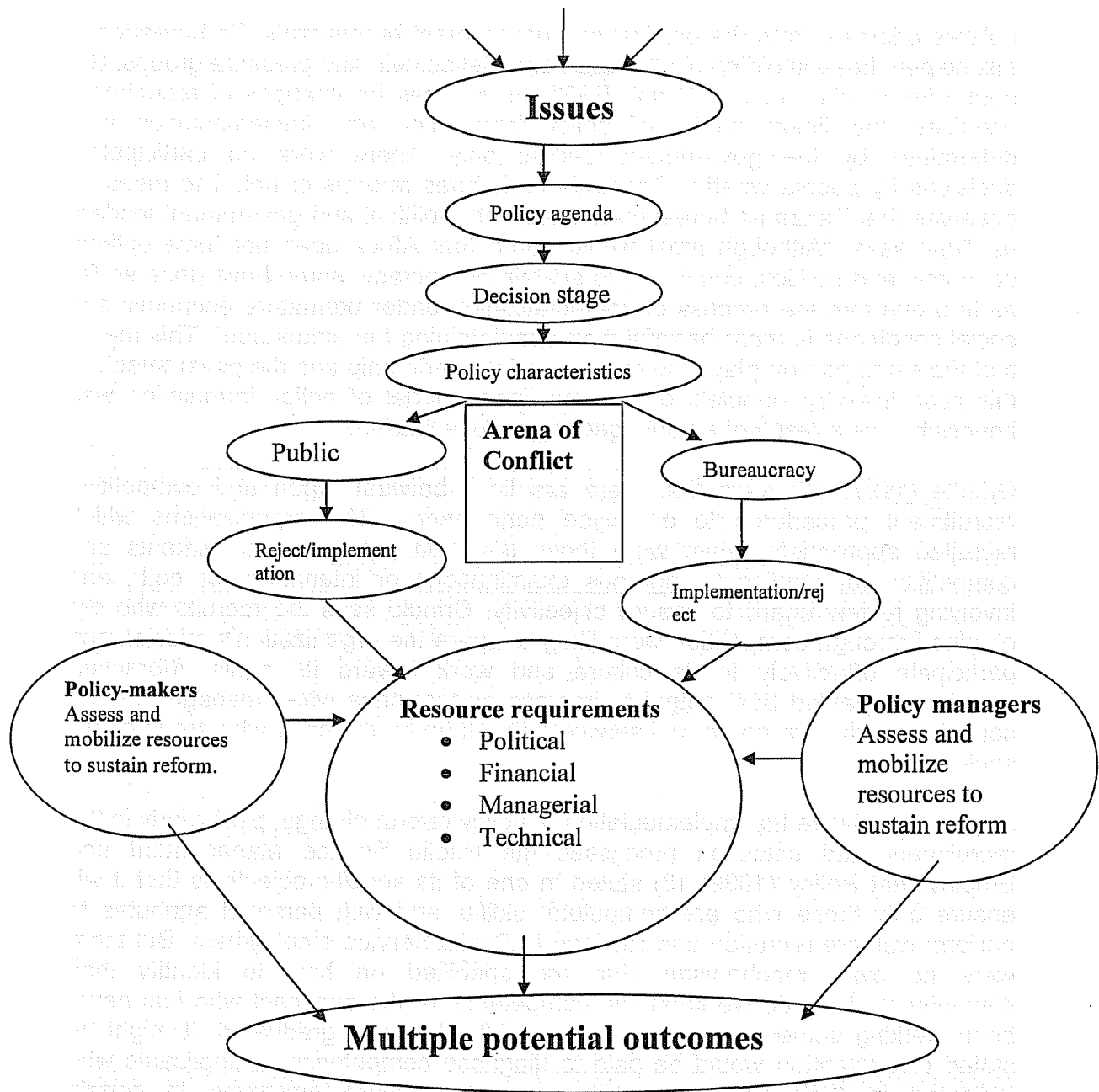


Figure 2: Shows the interactive model of policy making (Grindle and Thomas, 1991: 127).

2.3 Tanzania's policy formulation option

Historically, Tanzania took the socialist policy for her development since independence in 1961 (Goran, 1999). He says "A little over 30 years ago, Julius K. Nyerere, Tanzania's first president, issued his Arusha Declaration, launching an experiment with an African form of socialism that he called *ujamaa*". This approach is attributed with the top-down approach of decision-making whereby

policies originate from the political and government bureaucrats. To bureaucrats this helped those avoiding challenges from intellectuals and pressure groups. So, during introduction of CSRP and PSRP as sources for changes of recruitment practices, the linear model of policy formulation and implementation was determined by the government leaders only. There were no participative decisions by people whether Tanzania undergoes reforms or not. The research observes that Tanzania bureaucrats were both political and government leaders as Tripp says, "Although most would agree that Africa does not have optimal economic and political conditions to sustain democracy, some have gone so far as to argue that the process of democratization under premature economic and social conditions is *more* harmful than 4 maintaining the status quo". This meant that the same person plays the role of political leadership and the government. In this case involving people's opinion on linear model of policy formulation was impossible, as a result of a prolonged impact of socialism.

Grindle (1997: 53) says that there are links between open and competitive recruitment procedures to employee performance. The organizations which recruited appropriate talent were those that had public announcements and competition for applicants, rigorous examinations or interviews, or both; and involving review board to ensure objectivity. Grindle says the recruits who are obtained through competition were likely to share the organization's mission and participate effectively in its culture and work toward its goals. Moreover, recruitment yielded best output to improve performance when managed by the consultants who are not in civil service rather than by the ones who are in public sectors.

In order to achieve the implementation of policy reform change, particularly in the recruitment and selection processes the Public Service Management and Employment Policy (1999: 13) stated in one of its specific objectives that it will ensure only those who are competent, skillful and with personal attributes to perform well are recruited and retained in Public Service employment. But there were no clear mechanisms that are specified on how to identify their competence. How do we know the competence of the applicant who has never been working somewhere for reference? S/he has just graduated. It might be stated that attention would be paid to diagnose competence of applicants who indicated in their Curriculum Vitae that they were employed in certain organizations before. And for the current graduates may be they were to be assessed differently and hence even they work as employees who are pending in orientation first before engagement on permanent terms.

In recruitment and selection processes the Employment Policy (1999) guides that recruitment shall be conducted by open competition after advertising identified posts in media to ensure the widest possible field of qualified applicants from inside and outside the Public Service. It emphasizes on objective criteria for short-listing and final selection to be prepared in writing in advance of the selection process. Still in Tanzania contexts, jobs are advertised in newspapers

only. So, for the Employment Policy to mention that vacant posts should be advertised in media without identifying them, it doesn't satisfy the notion of the widest field of applicants. Some times the most qualified applicants stay with their parents in villages. Jobs would better be advertised in radios, TVs and through workers' associations to be accessed by applicants who are in rural areas too. In Tanzania the selection for registration of studies in universities used to cover all Tanzanians regardless whether they come from towns only.

The PSM & EP, 1999: 24) says that selection criteria have to maintain the appropriate balance between professional qualifications and aspects of experience, track record and learning potential. However, such criteria have to be directly related to the job. The strike balance of experience is good for raising the organizational performance, but if all advertised jobs emphasize too much on experience there are times all experienced applicants might be engaged and it is likely that the notion of 'meritocracy' can be skipped out. Perhaps this will lead to unemployment for the inexperienced graduates. Attention in policy making is required as policies might be contradicting. While one policy aims at reducing poverty by increasing employment, the other facilitates unemployment because of too much emphasis on experience.

The PSM & EP, 1999: 24) stipulates that all applicants who meet criteria for selection should be considered by a recruitment panel. This is not clear. What if the advertised posts are fewer than the number of the said applicants? This could be fair if it was stipulated that selection should be tallied with prioritization basing on the scored marks against the existing vacant posts. To adhere to transparency applicants should be awarded marks against the predetermined criteria, and successful candidates are those who scored the highest marks. The sheets for scores used by the recruitment panel have to be retained permanently for future inspection and audit (Annex 4).

The Employment Policy further says that all applicants, successful/unsuccessful, have to be informed of results of their application in writing within ten days after the selection process is completed. This is good as a matter of avoiding complaints and suspicions, but some employers may ignore it feeling that it is expenses to organizations. It can be suggested that let all applicants, successful/unsuccessful, be given results of their application immediately after completion of selection then their letters follow later.

2.4 Theories or Concepts

2.4.1 Introduction

It is apparent that recruitment is an important mechanism to support good government. It requires competent people to work for maximizing efficiency in an

increasingly competitive global community³ (Simananta and Aramkul, 2002). It is impossible for a country to achieve high standards and competitiveness without an efficient and effective recruitment. This is because incompetent candidates may have poor performance at workplaces.

With reference to recruitment and selection, the legal framework of the Thai Civil Service laws has laid down a legal basis for undertaking recruitment and selection functions. These laws aim at ensuring of merit-based recruitment and selection together with decentralization of decision-making in recruitment tasks to departments (Simananta and Aramkul, 2002). This applies the same to Tanzania whereby the Public Service Act No 8 of 2002 was introduced decentralizing recruitment power from the President Office - Civil Service Commission to the ministries and independent departments (Rejea za Sera, Sheria, Kanuni na Nyaraka mbalimbali kuhusu maswala ya Ajira katika Utumishi wa Umma, 2004). This transformation is good because the most qualified candidates are likely to get employment; but to work with it perfectly it may take long time. This is because the bureaucrats themselves need more time for cultural and attitudinal change against the newly introduced policy.

In consideration with recruitment and selection, the former Civil Service Department in Tanzania (now called Public Service Management) which was the sole employing authority to all civil servants has then delegated recruitment functions to allow flexibility to recruit and select the suitable candidates for jobs, only that they should maintain the principles of fair and equal opportunity in the recruitment processes (Public Service Act No 8 of 2002:37)⁴. However, such changes in recruitment and selection processes came after introduction of the Public Service Reform programme as a result of the New Public Management reforms, as discussed in the next section.

2.4.2 New Public Management (NPM)

"NPM reform seeks to reconfigure the relation between states, markets and societies by giving prominence to market forces, managerial efficiency and accountable government (Bangura 1995:5)".

There is no single definition of NPM, rather several versions define it depending on how people see it broadly and sometimes there is controversy in concepts about its meaning. The definition of NPM may differ from policy-makers to academicians. For instance, Hood (2004) labeled NPM as 'A public management for all seasons'⁵. And Drechsler, W (2005) says *"NPM is the transfer of business and market principles and management techniques from the private sector into*

³ Decentralization of recruitment in Thai Civil Service, accessed through <http://www.unpan1.un.org> on 19th October, 2006.

⁴ Rejea za Sera, Sheria, Kanuni na Nyaraka mbali mbali kuhusu maswala ya ajira katika Utumishi wa Umma.

⁵ Hood's article in McLaughlin et al (2002), New Public Management: Current trends and future prospects.

the public sector, symbiotic with and based on neo-liberal understanding of state and economy”

NPM originated from Anglo-American model with pressure of the IMF and World Bank. It was started with Thatcher and Regan dominance of neo-liberal governments and the perceived crisis of the Welfare state (Drechsler, 2005:17). It is part of the neo-classical economic imperialism. The model has a major rethinking of state and its relation with the market; criticizing inefficiency, centralized, unaccountable and over-extended state as a result of practice of public administration. The model is driven by the notion that big bureaucratic states are wasteful and defective, and that the market is a better provider of goods and services than states (Minogue, 2005:5). So, 'reinventing government' needs structures which are decentralized, mission-driven and the managerial ones.

2.5 Reasons for NPM adoption

This was a worldwide mission introduced for greater efficiency and cost effectiveness and this motivated the rich countries to accept the NPM concept. Otherwise, the increasing government expenditure went alongside with poorer than the expected economic performance arousing questions on the effectiveness of big public bureaucracies (Manning, 1996:2). The logic behind was to reduce size of the government, or make it more efficient than before or both as it was not possible to run it in such a big form; neither taxpayers would not afford such costs. Moreover, quality service was needed by citizens. However, not all poor countries accepted the NPM mission of reforms willingly because the idea was just brought from the developed countries whose economic status and environment differ very much from that of the poor.

NPM was summarized by Farnham and Horton (1996) as having the following elements:

- It incorporates neo-Taylorism or Managerialism;
- It is business-centered in managerial practices and techniques, being imported from the private sector; and
- It is a means for converting a bureaucratic, paternalistic and a democratically passive polity into responsive, efficient and commercial one.

Moreover, different people who analyze and advocate the NPM have been stressing several aspects of this doctrine (Hood, 1995:96). Hood pointed out seven overlapping characteristics from other scholars, one of them being 'handing-on professional management' in the public sector which meant for discretionary control of organizations by managers. The second was explicit standards and measures of performance. In this principle, the essentials are definition of goals, targets and indicators for success being expressed in quantitative terms.

He pointed out also the greater emphasis on output control and linkage of rewards to performance and resource allocation. He added other characteristics as:

- Shift to greater competition in the public sector that lowers cost and offer better standards;
- Shift to disaggregating of units in the public sector for the purpose of creating manageable units;
- Stressing on private sector management styles; and
- Stressing on greater discipline and parsimony in the use of resources and also forming foundation pillars of NPM.

Other reforms are not related to NPM but vigorously undertaken by the third world in pursuing NPM reforms including capacity-building, political decentralization and controlling corruption (Polidano, 1999:14). He says that though all administrative reforms in the world are concerned with capacity-building special attention is given to the developing countries as majority of them suffer from serious resource scarcity and low pay levels which leads to steady talent drainage from the public sector.

Administrative weak institutions make the public sector vulnerable to intrusion by politics, hence causing politicization of levels of organizational hierarchy. This will result to poor performance as non-qualified people are employed because of political influence. And such trend can lead to demoralization to professionals and other qualified public servants as a result they leave the service. Cohen and Wheeler noted that in Kenya politicization was one of the 'push factors' for demoralization of public servants and impair their effectiveness and eventually compel many of them to leave the service (Polidano, 1999:15-16). Polidano further hinted that, political devolution which shifts political power to lower levels of government elected in local authorities falls out of NPM reforms. Nevertheless, the practitioners and scholars of NPM observe decentralization as giving greater managerial authority and responsibility to managers in government departments and agencies, and Polidano calls this as managerial decentralization.

Some observers believe that NPM is a source of controversy as many of its practices from the private sector are often used out of context. They demand inappropriate processes and responses that are running counter to the culture and values of organizations (Horton and Farnham, 1999:65). For instance, institutions of the civil service are still operating with public service distinctive values such as impartiality, justice and equity that could cause tension with some performance management system elements (Walsh, 1995). If these principles are not deregulated so that they correspond with the style of private sector management which emphasizes on performance related pay, sure the minimal successful implementation of NPM reforms in public institutions will be attained. And criticism on NPM stresses that there is a mixed evidence for superiority of private sector over public enterprise and inconclusive; and the link between

economic growth and privatization has not yet been realized, condemning that NPM is rather rhetoric than reality (Minogue, 1998).

Some commentators on this topic have observed that the total transfer of NPM reforms from the developed to developing countries will be dangerous; and that warning against 'policy transfer' as being tricky was given by Dolowitz and Marsh (1998). However, some realities of the impact of NPM on recruitment are discussed in details in the next section.

2.5.1 Impact of NPM on Recruitment

Maor and Stevens (1997:531) said that "Studies of administrative recruitment and training of senior officials stand at the intersection of research on political and social systems, bureaucracy, policy making and the representativeness of administrative systems".

In measuring the impact of NPM in recruitment they used dimensions of decentralization, management styles, private sector involvement, performance measurement and internal and external recruitment to senior and junior positions using the following questions:

"Who draws up the rules governing recruitment?"

"Who monitors compliance with the rules?"

"Who determines how many staff are to be recruited at each level?"

"Who is responsible for the conduct of recruitment competitions?"

"Who selects the successful candidate(s)?"

"Who officially appoints?" (ibid, p 546)

These questions were used to explore the degree to which each stage of recruitment processes, from drawing up rules of selection and appointment of successful candidates, were delegated to departments or carried out centrally. In the 1970 exploration, the results of scores for each department were averaged between 2 and 2.33; while in 1995 the scores ranged between 3.5 and 4.08 (Maor and Stevens, 1997:533). This trend can be interpreted that as years went decentralization of recruitment tasks was increasing in the departments, and likely that transparency in recruitment might have being introduced. And in so doing it could later pave the way to more objective recruitment. That is, hiring of right candidates who would be competent to work and hence raising up performance in UK Civil Service.

2.5.2 Indicators for the Impact of NPM on Recruitment

The important indicator for impact of NPM on recruitment is the extent to which senior appointments are open to the external competition (Maor and Stevens, 1997:536). They said that, external appointments in 1970 in the EU Civil Service were few, but by 1995 scores indicated about half the possible vacancies were open to candidates from other parts of public sector, though not so many were

publicly advertised. This shows that the more vacancies were advertised the more accessible they were to the public sector applicants. And it can be predicted that before NPM reforms the role of bureaucracy to conduct recruitment tasks was more dominant.

In the Tanzania context, before introduction of NPM reforms as implemented in Civil Service and Public Service Reforms in 1990s to date, recruitment was centralized whereby the central government through its Civil Service Commission had a power to decide on all recruitment issues. As opposed to the trends of years 2000 whereby recruitment processes are conducted competitively basing on merit. That is, as the more candidates are qualified the more likely to get employed (Public Service Management and Employment Policy, 1999).

However, some minor loopholes might be used by some members of Recruitment Committees or Boards to bypass the principles of meritocracy to favour some applicants because of tribalism, nepotism or corruption. This results to employment of incompetent candidates in Public Service and hence leading to poor public service delivery. Thus, to observe more insights of recruitment and selection procedures it is better to look in detail on the Human Resource Management as a potential actor for the processes of employees' recruitment.

2.5.3 Human Resource Management (HRM)

HRM is the effective use of human resources in order to enhance organizational performance (Armstrong 2001: 3). He defines HRM as strategic and coherent approach to the management of an organization's most valued assets. That is, the people who are recruited for achievement of the organization's objectives. It is a "distinctive approach to employment management that seeks to achieve competitive advantage through the strategic deployment of highly committed and capable workforce, using an integrated array of cultural, structural and personnel techniques" (Storey, 1995: 5). This commenced as an alternative approach to workforce recruitment and management in 1980s after personnel management (PM) was found not meeting the needs.

HRM has hard and soft models. While the soft model regards employees as valued assets which give organizations competitive advantage through their commitment, adaptability and high quality. Human resource development, communication and motivation, and autonomy generate employees' commitment for better economic performance. So, this model focuses on the use of HR policies for delivering 'resourceful' humans for benefits of the organization.

The hard model considers employees as vital resources whose performance puts a successful organization aside from the rest (Ramaswamy, 2000). This focuses on integrating HR policies, systems and activities with business for achieving strategic objectives of the organization (Legge, 1995). Therefore, this model uses performance management while putting greater emphasis on planning,

monitoring and control to exploit the best from the workforce. In this model employees are regarded as a mere costs of production to be reduced rather than being respected resource. And this is where hard and soft model differ.

Although the soft model regards employees as valued and respected resources of organizations, it has some internal contradictions that negate the above positive statement. And teamwork, individualism and flexibility are strategies which can be achieved by treating labour as not resourceful as it is claimed, but as costs. For instance, functional flexibility makes it possible for the HR of the organization to be divided into periphery and core functions but with different statuses. And though part-time, numerical flexibility and subcontracting have increased, all are subject to reduce costs. So, this makes HRM practices be rhetoric rather than reality, particularly the soft model. Therefore, from what we have seen above on the two models of HRM, it shows that the purpose of introducing HRM was for obtaining efficiency increase from employees, whether we use the hard or soft model and for facilitating competitive advantage in organizations. HRM in its component of recruitment has activities which impact most critically the performance of organizations⁶ (Richardson, 2006). It is known that poor recruitment decision has negative effects to the organizational performance and can limit achievement of goals as well as taking long time for public service departments and agencies to identify and implement the new effective hiring strategies. Such efficiency is obtained through the application of the recruitment concept as discussed by different authors ahead.

2.6 Recruitment and Selection Concepts

Recruitment refers to the process of inviting the prospective employees and stimulating them to apply for jobs advertised in the organization. While selection means picking the most qualified applicants after short-listing and interview. Recruitment arises within the organization whenever there is scarcity of people to perform a particular job. It may involve temporary employment, permanent employment, contract, casual labour, or part-time employment.

Armstrong, M (1988:228) says that the overall aim of recruitment and selection is to obtain at minimum cost a number and quality of employees required to satisfy the manpower needs of the company. This involves defining requirements, attracting candidates and selecting the most qualified candidates.

2.6.1 Theory application

The researcher chose to apply the experience of changes made in recruitment and selection practices in Thai Civil Service because Thai is

⁶ <http://www.Unpan1.un.org/intradoc/publication/documents> accessed on 20/10/2006.

one of the developing countries like Tanzania though there are differences in levels of economic development now. It was through the paper by Simananta and Aramkul (2002) on Decentralization of Recruitment in Thai Civil Service the researcher realized that most of the civil service environments have a lot of similarities. These two countries were observed to have had almost similar trend of performance in the civil service before reforms and almost the same measures have been taken during reforms.

According to Simananta and Aramkul (2002), recruitment and selection in Thai Civil Service have become common practices that they must base on the merit principle, being clarified by fairness, competence, neutrality and equality. The curricula have been designed aiming at assessing the competence of candidates' ability to learn, ability to do work and willingness to do jobs based on the concept that the best candidate can be selected to fit in the position required. Simananta and Aramkul further say that, "given recruitment by fair and equal competition, applicants will be granted that they will be assessed and selected on the principles of merit, whereby an organization shall benefit from appointing the best and the brightest applicants". This also was articulated in the importance of the PSM &EP (1999:6) that, the government has responsibility "to ensure that employment, appointment and promotion in the public service are based on competitive, transparent and merit principle".

In Thai Civil Service fairness has become a fundamental principle for recruitment. The Civil Service Commission regulations and circulars have clearly addressed to fairness principle in the aspects of:

"Attainment of a score of not less than 60% in each of three assessment stage, namely, general examination, specific examination, and position suitability is considered a passing score";

"Successful applicants will be ranked according to their scores and placed on the list for appointment to the position for which they applied";

"Applicants will be placed according to their rank"; and

"Departments can select suitable candidates through position suitability assessment conducted by departments while successful candidates on the eligible lists can also choose to work for their favorite department. They can reject to work for their unfavorable department when the OCSC asks for the placement" Simananta and Aramkul (, 2002).

In Tanzania the PSM &EP (1999), the Public Service Regulations (2003) and the Guide for Recruitment issues in the Public Service (2004), fairness in recruitment processes has become the fundamental principle, as applicants in public service are interviewed and assessed being ranked through their scores and then

arranged according to their ranks and at the end the *ad hoc* Recruitment Committee forwards their lists to the employing authority for appointment (Public Service Regulations, 2003: 78-79). However, because the application of these regulations and guides are recently introduced in Tanzania some minor discrepancies in observing the procedures of recruitment and selection might have been complained by some actors/customers.

Moreover, Simananta and Aramkul say that in order for the Thai civil service to get the most suitable candidates, clarification was not only made for ensuring fairness and equity, but also for promoting transparency and standardization assuring that the selected candidates are assessed basing on their knowledge, competence and ability relating to the job they are expected to be employed, just as the recruitment principles scorecard shows below:

Table 3: Shows the Recruitment Principles Scorecard in Thai

<p style="text-align: center;">Fairness</p> <ul style="list-style-type: none"> - seeks to ensure that candidates have been assessed objectively at any stage of selection process and decisions being made are deemed justified. <ul style="list-style-type: none"> ⊗ Each candidate must be assessed based on the individual merit and his/her suitability with a given job; ⊗ assessment of candidates must be based on relevant criteria applied consistently to all the candidates; ⊗ Acceptable candidates must be placed in order of merit and appointment has been offered with regard to that order. 	<p style="text-align: center;">Equity</p> <ul style="list-style-type: none"> - seeks to ensure the equality of opportunities, openness in employment, and equal treatment to applicants. <ul style="list-style-type: none"> ⊗ Job opportunities are publicly known and published; ⊗ Applicants must be treated equally on merit at any stage of the selection process; ⊗ Acceptable candidates must be placed according to their performance; and the best candidate must be appointed.
<p style="text-align: center;">Transparency</p> <ul style="list-style-type: none"> - seeks to ensure open communication about recruitment process, its practices, and decisions. <ul style="list-style-type: none"> ⊗ Job information, selection process, and criteria should be publicly announced ⊗ information regarding selection procedures can be released to the public. 	<p style="text-align: center;">Standardization</p> <ul style="list-style-type: none"> - selection procedures and techniques must be standard. <ul style="list-style-type: none"> ⊗ The application of techniques to be used at each stage of selection should be valid and in accordance with needs and requirement of a given job; ⊗ Selection panels should be encouraged to guarantee a fair and equal competition; ⊗ Selection procedures are flexible efficient and value for money.

Source: Simananta and Aramkul (2002)

Compared to the Thai Civil Service, the Tanzania civil service also changed its recruitment policy after introduction of the Public Service Reform Programme from the supply driven recruitment policy (PSM &EP, 1999:10) to the transparent recruitment policy. Such changes were made for more fairness, equity and standardization in recruitment and selection procedures and techniques.

The Office of Civil Service Commission (OCSC), as per Rule of Participation departments have to participate in recruitment functions so that they appoint the most qualified applicants. The public could monitor the recruitment procedures and lodge complaints if misconduct prevails. According to the Thai Rule of Transparency and Accountability the recruitment procedures and results could be given to the applicants immediately after the process is completed. So, the managers and officials responsible for recruitment are accountable for recruitment functions. The recruitment practices, in regards to the Rule of Value for Money, should be efficient and speedy.

According to the Tanzania Staff Circular No 1 of 2004 the ministries, independent departments and the local government authorities are delegated to participate in recruiting tasks in public service via the Recruitment Boards in the Local Government and the Special Recruitment Committees for the Central Government civil service⁷. The operations of such Committees and Boards should be transparent so as to avoid imitation of the effective management of employment decisions in ministries (PSM & EP, 1999:11).

2.6.2 Challenges and emerging issues

Furthermore, Simananta and Aramkul say that, currently there are some challenges in the economic and social aspects in Thai society which necessitated the improvement in the recruitment and selection procedures so that they can cope with the changing contexts. The table below shows a comparison of the previous contexts and the changing ones in Thai:

Table 4: Shows comparison of past and changing contexts & challenges in Thai

Past contexts	Changing contexts & challenges
The OCSC could administer recruitment tasks due to manageable volume of applicants.	The OCSC cannot administer every stage of recruitment procedures due to high volume of applicants.
Numbers of civil servants were more than sufficient for civil service tasks.	Taken with the rightsizing policy, civil servants need to be highly qualified and knowledgeable worker. Performance based management has been adopted. This requires diversity of assessments to be accordance with jobs.
Departments and general public accepted the CSC recruitment regulations.	Information Act and monitoring organizations being set up under the current Constitution open opportunities for peoples to maintain their rights and monitor recruitment procedures.

Source: Simananta and Aramkul (2002)

In the Tanzania context, the new challenges (PSM & EP, 1999:12-13) which necessitated the changes in recruitment and selection procedures were:

⁷Rejea za Sera, Sheria, Kanuni na Nyaraka mbali mbali kuhusu masuala ya Ajira katika Utumishi wa Umma, 2004.

“Socio-economic and political pluralism, economic liberalization, rapid expanding private sector role in national economic development, and globalization of trade; all demanded a new public service response”.

“Rapid changes in technology called for flexibility and proactiveness in the management of public affairs in the next century”.

It was found that the rigid bureaucracy of the past would not cope with the rapid changing technology. So, there were no way out except the transformation of Public Service from a command and control of bureaucratic culture to the more decentralized, flexibility and initiative-led institution.

According to Simananta and Aramkul (2002), some more other challenges in Thai were:

- Shortage of skills useful for addressing the civil service difficulties faced in attracting and retention of staff for skilled positions like computer specialist, legal expert and scientists for some fields because of higher wages in the private sector.
- Lack of information technology for managing recruitment and selection processes that could enhance effectiveness and efficiency in recruitment. For instance, adopting information technology in recruitment whereby jobs could be advertised in website, internet-based application and computer-based assessment of the qualified applicants.

On shortage of skills in Tanzania, it has been said that by 1980 there were a workforce of 99.3% in government service with low skills. This was caused by the departure of expatriates who were working in the civil service and the private sector. To restrain the shortage of qualified personnel challenges the government was obliged to issue training guidelines, directives and statement so as to become self-sufficient in trained and qualified personnel⁸ (Civil Service Department, 2002:1).

The process of providing the means and skills devotes efforts on committing resources to the operational action plans at the organizational level. Definitely, there is a need to provide the means and skills to the recruited employees so that they achieve the settled goals for a specific period of time. This should include equipment with the required expertise which is needed to undertake assignment effectively.

On information technology Tanzania believed that through the advanced information technology, the government knowledge can be revolutionalized and thus understanding well the public service delivery systems. So, there were established the Management Information System which aimed at achieving such

⁸ President’s Office – Civil Service Department report on Public Service Training Policy

a revolution by exploiting opportunities provided by modern information communication technologies that lead to re-engineering of the business processes. This was done intentionally also to avail public managers' decisions on recruitment matters and also extending to the general public relevant, complete, accurate and timely information (PO – PSRP Report, 2000: 8).

2.6.3 Emerging Issues in Thai Civil Service

Gender issue: Simananta and Aramkul (2002) said that it is impossible to restrict job opportunities to single sex in the modern world. It is encouraged that there should be equal opportunities in almost all aspects among both female and male. Job specifications should be designed in such a way that they do not discriminate any part of gender. "Selection of candidates at any stages should, then, be fair and unaffected by gender". In addition, Simananta and Aramkul said that people with disabilities have to be provided with equal opportunity to demonstrate their qualifications. And to facilitate disabled candidates, it is suggested that assessment has to be modified so that they can get test materials in Braille, for blind candidates.

In Tanzania, gender is articulated under selection criteria during recruitment in the PSM & EP (1999:24) that, "Particular care shall be exercised to ensure that there is no overt or unintended discrimination against women, people with disabilities and other vulnerable groups".

Hence, in response to these changing contexts, challenges and emerging issues, the Office of Civil Service Commission launched the project for "Improvement of Recruitment and Selection in Thai Civil Service", which aimed at decentralizing recruitment tasks to departments so as to promote their flexibility and position stability.

In Tanzania, decentralization of recruitment tasks was effected formally by the Staff Circular No 1 of 2004 which clearly points out the Recruitment Boards of Local Government Employees, the Recruitment Committees for the former Civil Servants and the Special Recruitment Committees for the Independent department employees (formed by their Chief Executive Officers) to take over recruitment tasks; instead of the former Civil Service Commission (Rejea za Sera, Sheria, Kanuni na Nyaraka mbali mbali kuhusu maswala ya ajira katika Utumishi wa Umma, 2004:180 -181). This shift of the power in recruitment has been expected to prove efficiency in public service delivery, as public servants are becoming more confident because of their quality.

2.7 Conclusion

An overview of this chapter started with introduction of policy changes. The linear and interactive models of policy formulation are explained. Ideas of recruitment

are linked with Grindle's views of competitive procedures and those of Tanzania Public Service Management and Employment Policy.

It revealed that the NPM reforms aimed at replacing administration by management, with the objective of introducing effectiveness and efficiency in Public service. This is evidenced by adoption of private sector styles of management. The concept of recruitment and selection is linked with changes brought about with NPM as it influenced some approaches of HRM in its practices of recruitment and appointment with comparison to the Thai Civil Services and in a very small extent of EU. The main concept of NPM of cost reduction is contradicting the HRM attitude to the worker who is regarded as the respected resource of the organization. Other contradictions arise within the HRM when flexibility strategy is used to win competitive advantage while the worker falls in detriment.

Moreover, some challenges of shortage of skills and lack of information technology, and emerging issues like gender have been identified and discussed.

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CHAPTER THREE: EXPERIENCE OF RECRUITMENT PRACTICES BEFORE AND AFTER INTRODUCTION OF THE PSRP

This chapter presents the background of the PSRP and its influences in recruitment practices in Tanzania after reforms. It starts with the origin of PSRP and its objectives. The impact of PSRP on recruitment is discussed based on changes emerging after it was introduced.

3.1 Background of the PSRP in Tanzania

The PSRP was introduced as a logical development of the CSRP. The key problems with CSRP were associated with capacity-building whereby it relied on undertaking its activities on an *ad hoc* basis, without any overall strategic perspective and inadequate resources to support capacity-building initiatives. This led to low progress, for instance the need for training needs assessment was still in discussion till early 1998, five years after commencement of the CSRP (Lukumai, 2000:6).

However, we cannot conclude that the CSRP capacity-building was a total failure as somehow it built a system level capacity for the initiation of the PSRP.

3.2 Experience of Recruitment practices before introduction of the PSRP

Recruitment practices in the Tanzania civil service before year 2000 were based on the optimistic employment. The majority being more qualified or less would be unemployed compared to the employed ones, and no one would easily know the procedures to get employment. This became more serious when employment was frozen after retrenchment of 1995 and 1996. Analytically, it is within this period when the Tanzania Civil Service was reduced for 27% and hence leading to scarcity of employment opportunities in the Public Sector⁹ (Tanzania – Public Sector Reform Program Project – Vol.1, 1999).

In 1970s to the late 1990s Tanzania experienced poor performance in the Public Service. Among other factors that led to such disastrous situation was economic decline, as the following quote justifies, "During the 1970s up to the mid 1980s the country went through an economic crisis reflected in the fall in the GDP from 5% in the period prior to the mid 1970s to an average of 2.6% in the early 1980s

⁹ "The total number of public service employees has reduced by approximately 27% from about 355,000 in 1992 to approximately 260,000 in 1998. This is a net reduction after selective additional recruitment into the key sectors of education, health and law and order", accessed through: http://www.essentialaction.org/labour_report/Tanzania.html-70k on 29/10/2006.

and about 1% in the beginning of the 1990s. The economic crisis was also reflected in the decline of industrial capacity utilization and a decline in agricultural output, which had an adverse effect on the balance of payment. The ability of the economy to create employment opportunities was severely undermined as a result¹⁰.

So, because of improperly planned employment opportunities, recruitment tended to favour people who are known to the personnel managers, Chief Executive Officers and other influential bureaucrats, as a result the less qualified candidates were employed may be through corruption. Hence, such unfavourable conditions led to problems in recruitment practices including the following as paraphrased from the PSM & EP (1999:10 - 11):

- The basis for recruitment and appointment in public service was not competence or ability. There were no mechanisms in the supply driven recruitment policy for selection of better university graduates and the school leavers, leaving out the incompetent ones.
- Determination of vacancies had no specific criteria, and thus employment was done filling in vacancies which were not properly determined.
- There existed so many employing authorities for different cadres among various organs that it was not easy to question the competence of all those employing authorities.
- There was no transparency in the Government Recruitment Committees called KAMUS in their way of recruitment in such a way that it limited effectiveness of management on employment decisions.
- Attention in Public Service employment was not paid to customer care. So, some of the personnel management systems and practices existed in Government became outmoded and thus failing to cope with dynamic changes which took place.
- There were weak personnel data and information to facilitate proper decision-making related to recruitment practices.
- There were low and less competitive pay levels in Public Service employment compared to the private sector.
- There was poor staff deployment and unbalanced distribution of HR among ministries, regions and even in sections. This led to highly centralized and unchecked system of allocation of HR within the Public Service.
- The existed performance appraisal system was so subjective, non-participatory and poorly managed that it could not be helpful in the adoption of results-oriented and merit-based civil service management.
- The staff training programmes did not receive due attention in the public service. There were no schemes for motivation and appreciation rewards for good work and rising work morale.

¹⁰ <http://www.povertymonitoring.go.tz/downloads/povpolweek/unemployment.doc> accessed on 29/10/2006.

- Promotions were based more on longevity of service than merit, decisions on who to be promoted were based on intuition and ascriptive criteria than on institutional development.

Therefore, to address the above mentioned problems Tanzania introduced in the second half of 1990s the PSRP as the alternative to improve performance without any opposition.

3.2.1 Impact of the PSRP on recruitment processes in Tanzania

The Tanzanian civil service composed of all full-time, non-military personnel working in the government (United Republic of Tanzania, 2005a). Unfortunately the management systems, policies and practices in 1980s and early 1990s undermined the employees' competence and motivation as a result decrease of work morale and serious lack of skill development. This was evidenced by the fall of performance in the public sector and hence resulting to the country's reliance on aids from donors and the international financial institutions like the International Monetary Fund and World Bank, and hiring the expert consultancy instead of doing researches based on employees' skills development.

This tendency might be predicted that most of the development and technical decisions were determined by politicians instead of professionals employed in the public service, especially when considering that Tanzania was under one-party political system from 1964 to 1992 (Smith, 2006). He said, "In addition to proving the country's high trained manpower needs, the students in Tanzania are expected by the politicians to give an ideological lead in promoting socialism. The students have been persuaded and coerced into accepting the tenets of Tanzanian socialism and have had to fall into line with wishes of the president and the party"¹¹.

However, after introduction of the PSRP in 1999 changes came with recruitment procedures to base on the national employment policy of 1999 influenced by implementation the NPM reforms in the world. Under this policy the Public Service is composed of the Political Service; Civil Service; Operational Service; Local Government Service; Health Service; Teachers' Service; The Judiciary; Parliamentary Commission Service; Executive Agency and other Public institutions; and the Police, Prisons and Immigration Service. This Policy was regarded as important¹² to the public servants because:

- It set new systems and principles of management which conform with technological changes taking place in the world and thus making workers become modern.

¹¹[http://www.links.jstor.org/sici?sici=0001-9720\(1977\)47%3A1%3C89%3ALPINPU%3E2](http://www.links.jstor.org/sici?sici=0001-9720(1977)47%3A1%3C89%3ALPINPU%3E2). accessed on 30/10/2006.

¹² The New Public Management is important instrument, especially at this point when the government has decided to take strong measures to improve management performance in the delivery of services to the public and to the productive organizations.

- It considered major changes taking place in the economy, political and social arenas. This could improve welfare of public servants as they could earn better due to the economic revamp.
- It conforms to reforms taking place in the new role of the Government. That is, transformation of the government's responsibility from direct involvement in production of goods and as a sole provider of economic and social services to the private sector.
- The Policy was regarded as calling for management systems that are efficient and effective in all public service delivery.

3.3 Objectives of the PSM & EP - the New Framework for Recruitment and Selection

The overall objective of the PSM & EP is for introducing principles, ethos and practices useful for transformation of the Public Service of Tanzania to a highly performing and dynamic meritocracy (PSM & EP, 1999:13).

In order to improve public service delivery on the basis of acquiring suitable human resource, we can paraphrase the specific objectives of the PSM & EP as it was introduced:

- To enable public service organizations develop HRM practices which are tailored to their individual circumstances, within a single framework of principles and standards.
- To right-size the Public Service to affordable levels necessary to perform core roles and functions of government.
- To increase public servants' skills and competence to the levels needed for management and performance of roles and functions of the government.
- To ensure that only competent candidates with skills and personal attributes to perform are recruited and retained in the Public Service employment.
- To enhance leadership qualities for those who are expected to occupy executive positions in the future Public Service.
- To recognize, encourage and reward good performance and conduct among public servants.
- To instill high standards of integrity and professional ethics to public servants at each level.
- To encourage interchange of employees between private and public sectors.
- To encourage the public service to promote and assist the private sector development and community participation in the delivery of essential services.
- To promote modern management practices in the public service, including emphasis on delegation and decentralization in the delivery of public services.

The above objectives of the PSM & EP aimed at improving quality of human resources and public service delivery. However, for these objectives to become useful for improved public service delivery as a result of quality of modified

approaches of recruitment of human resource it needed a committed management and leadership (Arthur, 1994:672). He argued that, "managers using high commitment HRM practices are essentially endeavouring to development of committed employees who can be trusted to use their discretion to carry out job tasks in ways that are consistent with organizational goals".

3.3.1 Transparency in Recruitment and Selection Procedures

Recruitment is the initial entry to the Public Service. In recruiting operations staff, it is desirable to follow guidelines that promote transparency in the appointment process (ACE Electoral Knowledge Network, 2006)¹³. It was stipulated in the PSM & EP that all public service organizations in Tanzania have to notify the Public Service Department and the Ministry of Finance about the vacant posts they have (PSM & EP, 1999:23), and that they have power to declare posts redundant and utilize such savings for funding of their other charges. A post in the public service can be filled only if there is a budgeted fund. Even though I think for organizations to declare posts redundant and proper utilization of savings requires well equipped means and skills to the management of organizations. This is because if such power was given to organizations with less committed and qualified professionals they may fail to make the exact strike balance between the organizational HR needs and the allocation of financial resources. Freek (2004) said that, "the process of providing means and skills devotes efforts on committing resources to the operational action plans at the organizational level. The consistency and the details of the budget determine the successful process" (class handouts on performance management cycle).

The PSM & EP further stipulates that recruitment should be conducted by open competition through media designed to ensure wide range of suitable applicants from both inside and outside the Public Service have access. The said media in Tanzania meant newspapers like Majira, The Guardian, Daily News and Nipashe that are always used for job advertisement. Still some more media are required to reach the majority in rural areas too because the distribution for such newspapers is not even throughout the country.

The objective criteria for short-listing and final selection has been said to be prepared in writing before the selection process and should be preserved in permanent records for future inspection and audit (PSM & EP, 1999:24). This can be good if these criteria are kept as a matter of being accessed by everybody, but for the developing countries like Tanzania where the use of information technology is still minimal such records are just found in government offices, and hence little access. Sometimes even record keeping itself is not reliable.

¹³ <http://www.aceproject.org> accessed on 22nd September, 2006.

3.4 Conclusion

This chapter has dealt much with the origin of changes in recruitment practices in Tanzania. Such changes were introduced as a response to the external forces of NPM reforms. The reforms were at first implemented in the CSRP and later in the PSRP which came with the main objective of improvement of public service delivery. The delivery of services as required needed to change the HRM policies of recruitment and selection, and hence introduction of transparency in recruitment procedures. One would ask why change to transparent recruitment, the answer is that we want to employ skilled and competent public servants who will render the public service delivery as expected by the people.

It has been observed that to revive the role of government responsive to the needs of its people it became necessary to adopt instruments like the PSM & EP that aimed at changing culture and attitude of civil servants to re-embark on performance that yielded the required public services. This means that the Policy came as a framework with principles, ethos and practices to change the irresponsive public service to a highly performing one.

Basically, we can say that the effectiveness of improved recruitment practices would be determined by the performance of the newly employed public servants who are recruited under this new approach of transparent recruitment whereby their responsibilities are identified in their schemes of work together with their specific functions.

CHAPTER FOUR: THE RECRUITMENT PRACTICES IN THE PSM

4.1 Introduction

This chapter presents findings obtained from eleven bureaucrats from the PO-PSM and the Public Service Commission (PSC); and six middle officers and common cadre from PO - PSM who filled in questionnaires answering on recruitment and selection procedures as basis to assess one of the components of PSRP. The findings in this chapter are expected to show whether the improved recruitment procedures facilitate efficiency in public service delivery.

Reforms have been taking place in Tanzania and hence resulting changes in recruitment practices. The first reform took place between 1962-1970 immediately after Tanzania became the Republic. This was called 'Structural Africanization', followed by 'Decentralization' between 1972-1984, then the Structural Adjustment Programme in first generation between 1987-1990, followed by the second generation between 1991-2000 (Lukumai, 2006:31).

In between 1991-2000+ the first phase of CSR took place. The second phase now called PSRP started effectively on 2000¹⁴, whereby in preparing its implementation the introduction of the PSM & EP in January, 1999 became one of the pre-requisites for its commencement. This came up with a new set of employment policies, transparent recruitment being one of them. And to formalize handling of recruitment procedures, the Public Service Act No 8 of 2002 was enacted, and then followed by the Public Service Regulations of 2003 and other subsequent circulars and the Guide for Recruitment issues in the Public Service (Issue No 1 of 2004). These are the basis for testing the depicted variables of recruitment and selection against corruption, tribalism and nepotism. This aims to discover what actually goes on in the PSM in recruitment matters.

4.2 Recruitment Procedures in the PSM before introduction of the PSRP

4.2.1 Introduction

Basically, it was noted in 1992 that since independence in 1961 Tanzania Civil Service shot up to 355,000 staff, whereby after retrenchment in 1998 it composed of 270,000 staff only (Teskey & Hooper, 1999:6) serving the population that amounted to about 33,000,000. In the 1992 records there were no data available to show the employment ratio between men and women against 270,000 who remained in the civil service. However, Geekie and

¹⁴ The Public Service Management and Employment Policy started in June, 1999 but its application was effective with effect from 2000.

Nokkala (2004) presented data on employment ratio which show that the gender balance in the public sector between men and women was 181,600 :163,200 (respectively), though at that time the total number of employees was increased to 344, 800 as seen in the table below:

Table 5: Shows approximate numbers of male and female in employment in different sectors (but our concern is employment in public sector).

SECTOR	TOTAL	MALE	FEMALE
Substance farming	13,694,900	6,604,700	7,090,200
Commercial agriculture	195,100	94,100	101,000
Mining	29,300	15,500	13,800
Manufacturing	245,500	161,700	83,800
Electricity & Gas	14,800	13,500	1,300
Construction	151,700	147,500	4,200
Trade	1,263,000	565,500	697,500
Transport	111,600	103,900	7,700
Finance	26,500	22,200	4,300
Services	837,800	441,200	396,600
Public Sector	344,800	181,600	163,200
Total	16,915,000	8,351,400	8,563,600

Source: NBS (2002b).

The increase of number of employees might have been caused by the economic growth of GDP which by then it rose from 1.8 in 1992 to 6.2 in 2002, as it shows in the table below (the bottom row):

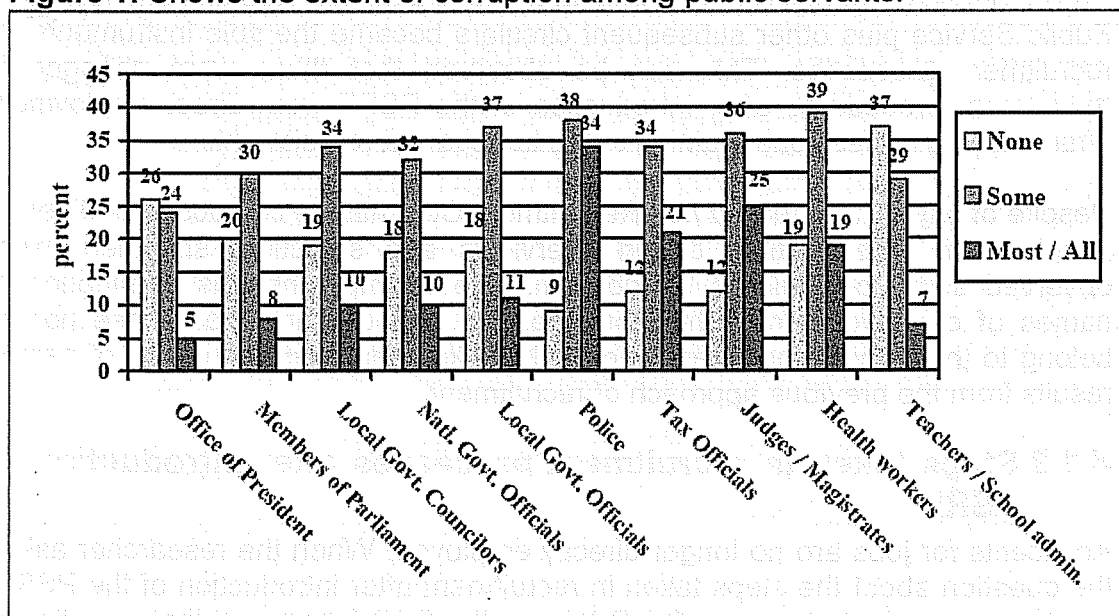
Table 6: Shows GDP growth between 1990-2002, by sector at constant 1992 prices (our concern is the total GDP factor – last row in this table):

Economic activity	'90	'91	'92	'93	'94	'95	'96	'97	'98	'99	'00	'01	'02	Average
Agriculture	5.5	3.5	1.2	3.1	2.1	5.8	3.9	2.4	1.9	4.1	3.4	5.5	5.0	3.65
Mining	16.5	11.7	7.7	8.2	15.0	11.7	9.6	17.1	27.4	9.1	13.9	13.5	15.0	13.6
Manufacturing	4.1	1.9	-4.0	0.6	-0.2	1.6	4.8	5.0	8.0	3.6	4.8	5.0	8.0	3.32
Electricity & Gas	7.9	11.1	-1.3	0.9	2.0	6.1	11.1	2.2	5.5	3.9	5.9	3.0	3.1	4.72
Construction	30.5	-7.1	5.8	-14.4	1.4	-14.7	7.6	8.2	9.9	8.7	8.4	8.7	11.0	4.9
Trade & Hotels	7.4	2.5	-0.7	-0.4	1.1	3.5	3.5	5.1	4.7		6.5	6.7	7.0	4.07
Transport & Communic	0.5	2.7	14.2	0.1	0.9	5.9	1.1	4.9	6.2	5.8	6.1	6.3	6.4	4.70
Financial & Business	1.7	1.4	3.8	4.8	2.7	0.6	0.4	7.7	5.6	4.1	4.7	3.3	4.8	3.51
Public Admin	3.0	5.0	5.6	-3.9	-0.1	-2.7	1.6	3.2	2.7	3.5	3.6	3.5	4.1	2.24
Total GDP factor	6.2	2.8	1.8	0.4	1.4	3.6	4.2	3.3	4.0	4.7	4.9	5.7	6.2	3.78

Table 5 above reflects gender balances, by profession, but the calculations for public sector employment by gender are based on the assumption that the services and public sector have a similar gender balance. No data of exact division by gender was available for the public sector.

The PSM & EP (1999:10) stated that, "Public Service has been viewed as a liability to the tax payers rather than an asset. This is because of low productivity in public organizations; erosion of work ethics, indiscipline, blatant violation of rules, regulations and procedures by public servants; weak control of public service by the government and corruption by civil servants. All these have been observed as common features in the service". Below are figures showing the example and evidence of corruption in the public service:

Figure 1: Shows the extent of corruption among public servants.



Source: REPOA, 2006:4

From Figure 1 it indicates that the Office of President, in which the Public Service Management belongs to, was the least corrupt in provision of public services compared to other institutions. This may be because of close control.

4.2.2 Findings

It was observed that some public servants in the PSM were employed directly after they finished their professional training. While others were employed by applying after graduating from universities.

In the question on how recruitment was conducted before introduction of PSRP the eleven respondents from the PO-PSM and Public Service Commission said

that, before introduction of PSRP recruitment and selection of common cadre employees with salaries of Government Scales (GS) 1-3 and Operational Service (OS) 1-10 was done in the ministries and independent departments by the Special Committees, called KAMUS. While the middle officers and other senior professionals with salary scales GS 4-15 were recruited by the higher level of Manpower Committee (at the Central Establishment), and their appointment be effected (in permanent terms) by the Secretary of the Civil Service Commission. The principal officials with salary scales GS 16 (i.e. Assistant Directors and Directors and above) were appointed by the President. They said that there were no advertisements of job for presidential appointments. These data addresses sub-question (i).

Also, they said that recruitment after introduction of the PSRP was more decentralized. The PSM & EP of 1999, the Public Service Act No 8 of 2002, the Public Service Regulations of 2003 and the Guide for Recruitment issues in Public Service plus other subsequent circulars became the sole instruments for recruitment processes. This can be observed that there were changes in recruitment procedures after introduction of the PSRP from direct employment after finishing professional training to the transparent recruitment.

Despite of saying that the *ad hoc* Recruitment Committees composed of different people from time to time during interviews and selection, still there were observed some possibilities of tribalism. The example here is dominance of names of employees from the North-Eastern part of Tanzania. These names belong to the Chagga and Pare people. It is likely that such an image of names results from the previous approach of recruitment.

4.2.3 Steps taken in recruitment processes after introduction of PSRP

Applicants for jobs are no longer directly employed. When the researcher asked the question about the steps taken in recruitment after introduction of the PSRP, most of respondents from the PO-PSM and the PSC introduced that recruitment in the PSM can be done internally if the employing authority finds that there are qualified staffs for a vacant post within the Department. If there are no qualified people, the post is advertised within the whole public service so that it is competed. And if there is no qualified candidate again, then the post is advertised to be competed by applicants from within and without the public service.

Their explanations on the steps taken in the processes of recruitment had minor variation, as follows:

- There must be a strategic plan which determines the human resource requirements in organizations. The required establishment of HR must be budgeted for employment.

- Thereafter, the employing authority requests the recruitment permit from the Permanent Secretary of the PO – PSM in case of vacant posts are filled in as replacement, but such the same recruitment permit is requested from the Chief Secretary – State House if the post is newly created because of reshuffles made by the President in ministries. At the same time the employing authority has to form the *ad hoc* Recruitment Committee which brings a safeguard to transparent recruitment processes.
- After the recruitment permit is obtained vacant posts are advertised in four newspapers to invite applicants. The advertisements appear in two English newspapers and in two Swahili language newspapers. The advertisements include the title of the position, qualifications, packages, responsibilities and accountability and the location of work, and the deadline for application (Annex 5). Applications are received, recorded and then short-listing is done by the employing authority for the applicants who are qualified. All applicants successful and unsuccessful are informed in writing. The successful applicants are informed of the date for interview and the prepared *ad hoc* Recruitment Committee sets the standardized questions. This information addresses partly the sub-question (ii).
- They said that when the interview starts at first all qualified applicants are called in the interview room, then they are asked to go out ready for entering to be interviewed, one after another. After interview, selection is done by the Committee. Then the list of candidates who have the highest scores is sent with recommendation of the Committee to the employing authority. After the employing authority has made the final decision, all candidates the successful and unsuccessful ones are informed in writing. Then the required candidates are called to report to respective work stations; and thereafter letters of offer of appointment are released after the medical examination is done and then orientation for work commences.

In these steps for recruitment, it was not clear with the process of short-listing. How objective short-listing is handled? The research would expect that short-listing process involved a delegate (s) from outside. A criterion for short-listing is not transparent. This can pave way to loopholes of corruption, tribalism or any other irregularities to recruitment procedures. The act of *ad hoc* Recruitment Committees to forward lists of selected candidates to the employing authority can lead to corruption. This is because there is nobody to ensure the objectivity in final decision made by such employing authority.

On the same steps of recruitment, ten questionnaires were distributed to the middle officers and common cadre employees. These were picked from different departments through purposeful sampling. Out of ten six questionnaires were returned; and four of them were not returned. These respondents were traveling

on duty for two weeks while the researcher's time for departure was over. So, the research is reporting basing on 60% of the expected number of respondents from the middle and common cadre officers. When they were asked the way they got employment, three respondents said that they were employed by the PSM directly after completing their training (dates of employment show 1981, 1990 and 1995); while two out of the rest three said that they got employment after they applied, but the records show that they were employed before introduction of the PSRP i.e. 1973 and 1996. It was observed that even before introduction of the PSRP some jobs were advertised (Annex 6). This gives an interpretation that there were no transparent recruitment before introduction of the PSRP; because it is not clear on what happened for these two to get employment by applying while they were supposed to get employment directly. These data address the sub-question (ii) and (iii).

4.2.4 Attention to promote more Transparency in recruitment

It was reported by six respondents out of eleven from the PO-PSM and PSC that transparency in recruitment is promoted by emphasizing that all employing authorities should advertise vacancies in media and more openly. Also, they are required to give feedback to applicants whether successful or unsuccessful during short listing and give the results of selection within ten days after selection process is completed.

The research observed that job vacancies were advertised in four newspapers only. It was unbelievable that such newspapers could reach applicants in rural areas. There are some villages which do not get newspapers for very long time. It would be better if jobs are advertised even in the Radio Tanzania which reaches almost all over the country.

In giving feedback to applicants of job, it was observed that only applicants who meet qualifications are notified in writing and informed dates for interview. And about giving the results of their application after selection, it was observed that only those who have been selected for employment are given letters to inform them of reporting date to the respective work stations. This has been noticed by the research that the employing authorities don't send letters for regrets all times to the applicants who don't meet the required qualifications and those who are not selected because of avoiding more expenses.

The six respondents out of eleven said that the PSC has been auditing reports of the employees' recruitment processes regularly to make sure that employers adhere to the regularities of recruitment. And to show seriousness the Commission has been nullifying some appointments and gives penalty to irresponsible Accounting Officers. Two examples of the District Executive Director (DED) of Mbulu and the District Commissioner (DC) of Kahama were mentioned that they omitted the recruitment procedures. The DED was

summoned and demoted, and transferred to the position of District Planning Officer. While the disciplinary measures to the DC were not mentioned.

However, the respondents did not mention the specific time for auditing recruitment records. It was observed that auditing of recruitment procedures used to be done by the PSC when they get funds. So, financial constraints emerge to be a roadblock for regular auditing exercises. The issue of measures taken against the DC's omission of recruitment procedures remained without any answer. May be because the DC position is too political to the Public Service Commission to take any disciplinary action as it is not the employing authority to the DCs. Their appointing and disciplinary authority is the President (Constitution of the URT, 1977). Here I observed the effects of political influence in recruitment also. Otherwise, all recruitment documents are kept for three years open to be accessed by everybody.

Two respondents said that to promote transparency in recruitment the PSM established the Information Section, as pointed out in the Client Service Charter whereby several suggestion boxes are fixed in open spaces for the customers to give their opinion. The research inquired how they utilized information of complaints obtained through suggestion boxes; the given answers indicated that not all officers were aware with the contents of the Charter, as they simply said they will use for improving their performance. I thought it was important that bureaucrats in the PSM be aware on how they handle complaints obtained from their suggestion boxes, as articulated in their Charter¹⁵. They also said that, more emphasis has been put on total observation of the PSM & EP of 1999, the Public Service Regulations of 2003 and the Guide on Recruitment issues in the Public Service during recruitment practices.

The rest two respondents said that, in the process of recruitment members of *ad hoc* Recruitment Committees are not permanently nominated from the same departments and the same people so that collusion can be avoided by the members themselves and hence dominance of transparency. They said, if the Permanent Secretary is doubtful s/he can hire another Recruitment Board out of the PSM members. These data address sub-question (iv).

4.3 Efficiency and Effectiveness of Transparency

Responses to the question on how efficient and effective transparency is in recruitment, were more divergent compared to the preceding questions. Very few

¹⁵ The CSD Service Charter states that, "They (records) will be used for our internal monitoring and evaluation process; they will inform the process of annual self-assessment and benchmarking by the senior management team of CSD, and used to help improve client services. Whilst we expect and require that complainants must identify themselves, we guarantee that all information, including personal names and details will be treated with the utmost confidentiality".

of the eleven respondents gave relating data. Three respondents out of eleven said that transparency is efficient and effective because it has enabled the public service to acquire more competent candidates for delivering required output of public service. They said that transparency has pressed different authorities to observe the recruitment procedures than before. One of them gave the example of the Kahama DC who ordered recruitment of a worker in the common cadre position against recruitment procedures in the District Council; as a result the Full Council revoked the appointment and appealed to the PSC.

In the performance of newly employed competent candidates, the research observed that having skilled personnel is good but if they are not well facilitated with reliable equipments it is likely that performance in public service still cannot deliver the required output. I would suggest that the means of labour should be also well equipped consistent to the skills of personnel we have for achievement of goals¹⁶ (Obtey, 2004:19). The issue of the DC's command to the DED who is not responsible to that authority I think it is likely that there was no clear demarcation of authority between the DC and the DED, as a result the DC as the representative of the Regional Commissioner in the district used that loophole. Either, the DC might have been exercising the abolished power of Assistant Proper Officer to the council that the DCs used to exercise before defunct when the positions of the Regional Development Directors were abolished in Tanzania. Hence, to this end it was much better for the central government to put clear demarcations of functions, responsibilities and accountability between the authorities.

The rest of respondents gave different answers like through transparency in recruitment people are more informed than before. Others said that it is very efficient though practically it is not. This means that there were some difficulties to practice transparent recruitment as it should be practiced. They also said that transparency will be effective only if the employing authorities will keep on nullifying fake appointments. It is effective and efficient but the problem is that when qualified candidates are posted to some regions they do not go because they are discouraged by lack of some social amenities. And others said that the process of recruitment is too long to reach the engagement to work as result efficiency is not much mainstreamed. In response to these answers the research discovered that there is contradiction within the bureaucrats whereby some think that the transparent recruitment policy was good others see it as causing unnecessarily delay to employ people who are required to be utilized in the public service. Thus, there was a need for the government to do management change first before introduction of the policy.

However, the research observed that in order to maintain transparency in the recruitment processes two principal or senior officials from the PO-PSM and the PSC used to be co-opted members in the *ad hoc* Recruitment Committees and

¹⁶ "For the employee to achieve the goals set for the period there is a need for the provision of means and skills ... undertake the assignment".

Boards. That is, in every session of interview for recruitment in any ministry, government department or agencies there must be two co-opted members from the PO-PSM and PSC. These delegates are invited for the purpose of observing adherence to transparent recruitment procedures by the employing authorities. The co-opted members usually are not allowed to vote in case of equal scores of two men or women when only one of them is required.

One respondent said that transparency is effective and efficient but the problem was competition with the private sector which succeeded to take the most qualified candidates because there is better package compared to the public sector's low wages. This leads to shortage of staff in public service, and especially in remote areas. And at the same time the labour market remains saturated because of too much bureaucracy in steps of transparent recruitment. The question raised was that: Why shouldn't the highly needed doctors and teachers be recruited directly from the universities/colleges? From this point of view the research realized that introduction of the private sector participation in Tanzania has brought challenges to the public service in terms of extrinsic motivation to the most qualified candidates. Thus, it was upon the government to look for means that enable the public service to cope with the competition by the private sector. Opposite to that shortage of personnel can remain permanent problem in public service. May be there should be flexibility of policies in some rare professions to avoid shortage of skilled labour¹⁷ (Maund, 2001:184).

However, none of the respondent was able to give information on indicators for improved public service delivery as an outcome of efficiency and effectiveness of transparency in recruitment. Neither there were no any mechanisms put in place by the PSM to actually monitor the level of changes in performance. In addition, none of the respondents was able to tell if there were introduced any feedback instruments that would help to keep records for improved customer service for service delivery. All received answers were on the level of assumptions and conjecture. So since there were no specific data that would indicate efficiency and effectiveness of public service delivery, it was not possible to say that there was any improved public service delivery. These data address sub-question (v).

4.3.1 Quality of new employees in the Public Service

The response to the question of quality of new employees from the field was given by nine respondents out of eleven stating that, they were better than those who were recruited before introduction of the transparent recruitment policy. That is, better quality in comparison with the time when recruitment and appointment was done based on the supply driven recruitment policy. They said that, nowadays when the new appointees take responsibilities in the public service they cope earlier with orientation of work and hence start working independently

¹⁷ Whitehead (1999) supported that when there is a drastic shortage of labour ... more flexibility is required ... to attract applicants.

earlier than before. They appreciated that, the new appointees are confident in performing their duties may be because of experience they acquired before.

Given that the newly recruited employees are better than the previous ones, the research observed that the PSM itself evidenced that changes in policies of recruitment are positive. I thought the PSM staff might have appreciated so much on the quick adaptation in orientation to work by the new appointees simply because of perception that the new staffs were employed with more qualification than they (respondents) had when they were appointed at first instance. That is why they note that the new recruits are confident in performing their duties.

However, two respondents out of eleven said that in case of recruitment to higher posts, those who become subordinates of the newly employed officers are demoralized and their performance falls despite the control of regulations for work relations. They said that there have been complaints from the long service workers who thought that they deserved such promotional positions; and hence the duties which were supposed to be done under directive of the new boss (coach leadership) out of their normal schedule of duties, were sabotaged. For instance, there are duties of preparations to the coming new budget sessions which can be done before release of budget circular from the Ministry of Finance. Such preparations are done only if the Principal Officer or Director has directed.

In response to this attitude, the research discovered that the long service employees felt as if they are no longer regarded by employers and may be that is why the employers decided to import the new appointees for boosting higher output as a result of change of style of management from the public sector approach to the private sector style of management. So, even their conspiracy of sabotage might have based on showing employers that the new appointees still depended on the experienced long service public servants. The older workers wanted to impress the employers to realize the potentiality of their presence in higher positions. However, I would think that the older workers learn that they have to change their habits of depending on promotions without competition. They have to take interest of undertaking short courses that make them up-to-date and thus win competition during interviews.

The tension above led to suggestions that the promotional positions should not be advertised widely in the whole public service. Instead such positions were to be advertised for competition within the department where the post falls vacant. If there is no staff who qualifies then such vacant post can be recruited from outside. It was suggested that only those positions of first appointment be advertised for competition. And the succession plan has been reintroduced in the public service to address complaints of the long experienced workers who possess all qualifications but only fail to express themselves well before the Recruitment Committees. The example for this plan is that, if the Director retires or transferred then the Deputy Director be considered to succeed the position.

The research observed that the government has been convinced that there is a need to amend a bit the approach of recruitment for substantive duty posts like that of Principal Officers, Assistant Directors and Directors by re-introducing the succession plan whereby the immediate senior officers will leave or succeed the above mentioned posts in case of retirement, resignation or death of the current holder. Moreover, it was noted that the government was going to release the amendment circular soon that stipulates that the Principal officers' positions and above will remain under the presidential appointment just as it was before introduction of the transparent recruitment policy. And that competition remains to new appointments in public service and other positions up to the ceiling of the senior appointee. This information was given by Mr. Nkembo, one of the principal officers saying, that "The Government will release the amendment circular soon even before your (the researcher) departure, which provides amendments that the appointment of Principal officers, Assistant Directors and Directors and above will no longer be competed, and instead those positions will be maintained to remain under presidential appointment". For the researcher, this was a note that in Tanzania some policies were introduced before proper scrutiny and thus the public service operating in a kind of policies made under emergence approach.

The research also observed that when transparency in recruitment was introduced there were some shortfalls. For example, if the succession plan is now re-introduced it shows that the aspect of promotion to public servants was regarded by the employing authorities as the same as recruitment, something which was unfair. That means if the Director retires or resigns, the Assistant Director who is the immediate in the seniority list becomes the Director provided that s/he has the required qualifications.

4.3.2 Emerging issues in recruitment:

4.3.2.1 Policy on gender consideration when recruitment and selection is conducted

On the question of procedural consideration of gender during recruitment eight respondents out eleven reported that, advertisements of job first are made for the whole public with the specified qualifications. They referred this to the PSM & EP of 1999 that it restricts discrimination against women in recruitment. They said the Guide on Recruitment issues in the Public Service stipulates that if the interviewed woman scores the same mark with a man, during the selection the woman gets employment.

As a matter of special consideration for women in recruitment processes, the research observed that it is possible to strike balance of gender in equal opportunity employment. And I think may be that is why advertisement of jobs are made for the whole public without specifying that there are positions for men or women alone provided that they all qualify any one deserves employment. It is likely that even the recruitment policy stipulates that in cases of equal scores between a man and a woman let the woman be considered first aiming at balancing an equal opportunity of employment. However, the research suggests

that there should be strict objectivity in handling such special consideration of recruitment to women, because if we do not handle objectively we might end up employing so many incapable women that at the end of the day the efforts of improving the public service delivery become weakened.

They also said that Tanzania was determined that by the year 2005 women should access 30% of decision-making positions like those of the Permanent Secretaries and Deputy Permanent Secretaries, Directors and Deputy Directors, Principal Officers and Senior Officers. However, they said the percentage achieved was 29.6%. They referred this to the Southern Africa Development Conference Declaration (Madakufamba, 1997). They added that the target aimed that by 2010 Tanzania should have 50% of women who are in decision-making positions. Following their determination to promoting women to hold such positions, they said that the PSM has a special Master's programme for training 40 women each year. This number was limited by the PSM financial position. And in order to obtain the sponsorship, they said that the PSM advertises those 40 chances with conditions that the aspiring candidates should have admission letters from any university of Tanzania. Thereafter the PSM receives letters of application with enclosure of transcripts, they short-list and select the applicants whose grade passes are the highest compared to the rest and notify them of sponsorship in writing. It was reported that in the financial year 2006/2007 they received 249 applications and out of this number only 39 were qualified.

From the explanation on processes of getting right candidates for Master's programme sponsorship, the research observes that women in Tanzania are likely to possess lower passes in their undergraduate degrees. Or else, the women who apply are those who belong to influential people in government. Also this might be caused by lack of academic facilities they faced when they undertook their studies or any other factors. Some times even the objectivity during selection might have been the contributing factor either being imposed to personal interests by the bureaucrats involved in the selection process. This may have some truth because the researcher observed that there was no indication of transparency in such a selection process. It could be better that the women who apply for sponsorship be also physically interviewed. May be that could reveal some competence of other women who are left because of simply looking at their undergraduates' transcripts.

They reiterated saying that in consideration to the women and disabled, the PSM established the Gender Diversities and Disabled Unit in 2005. This unit is responsible to make policies for the disadvantaged people. They added that women are always encouraged to apply all advertised jobs, especially those jobs which previously were considered as they are there for men only, for instance the driving and construction jobs. They said that nowadays in every job advertisement there is a statement "Women are encouraged to apply". In encouraging women to apply all advertised jobs, the research observed that might be the statement "Women are encouraged to apply" used to be indicated in

4.4 Views from key informants on transparent recruitment

Table 7: Shows a summary of views given by categories of key informants (stakeholders) interviewed on new transparent recruitment procedures.

Stakeholder	Views on new recruitment procedures	Views on new recruitment procedures
Trade unions: TUGHE, TTU, RAAWU and TALGWU	Transparency in recruitment does not exist.	All of them have no power to influence recruitment procedures.
Human Rights and Good Governance Commission	Few complaints on transparent recruitment exist.	It has no power to influence recruitment procedures.
The Prevention of Corruption Bureau.	Admitted that complaints on transparent recruitment exist.	It has no power to influence recruitment procedures.
Current graduates (4) from University of Dar-s-Salaam.	Transparent recruitment exists (2); no transparency in recruitment only tribalism and nepotism exist (1); and transparent recruitment exists now before did not exist (1).	They have no power to influence the recruitment procedures.
Hon Ibrahim Marwa (MP).	Had opinions on tribalism in the Ministry of Finance.	Has power to influence recruitment procedures through the parliament.

Source: The Researcher (2006)

The researcher observed that the trade unions being representatives of employees had no direct conduct with the people who are still looking for employment. This is because those who are unemployed they have no membership until they are employed. Even though I think the problem of relationship between the trade unions and the non-public employees is sensitization. If the unions would have established legal relations which are known people who are aggrieved with misconduct of recruitment policies would go for the unions' services. However, trade unions have a tendency to look after due-paying members only. Nevertheless, when we look at the nature of trade unions they are useful as autonomous institutions which could speak loudly

against the employing authority in case of any abnormality in processes of recruitment. And this would be helpful for enforcement of rules and labour legislations. For the objective trade unions it would be possible some times to remind even workers as their members on their responsibilities to employers.

About the influence of tribalism in recruitment, it was reported by Hon Dr. Ibrahim Marwa (MP) during the Parliamentary Financial Budget of year 2004 saying that, "Honorable Deputy Speaker because I hear the first bell ring of tribalism is prevailing, I would advice the Minister for Finance to review his ministry and the Tanzania Revenue Authority (TRA) and make sure that TRA reflects the national image. Let us have the TRA which is in the national image and not the TRA which indicates that there is a certain group that could secure employment in that Authority only. That is, if there is a work to be done secretly we will call one another for sacred at home in December, and then we will ask each other: How much you have collected? So, I (the MP) call for review on that, as we cannot handover the cake of this Government in the hands of single group thinking that the cake is safe (clapping hands)". This has been adapted from the Parliament Hansard (2004:83 –of 16th June, 2004).

The MP (Marwa) was commenting against the Minister for Finance to have appointed two Deputy Permanent Secretaries from the Chagga tribe as people who come from the same region. Also in the TRA which is under the Ministry of Finance again there was a Director General who comes from the same tribe. So, the MP was alleging that the appointments of all those big positions to people of the same tribe were based on tribalism. As a result he asked the Minister for Finance to make a reshuffle, though the minister is not the appointing authority to such positions. And the Minister of Finance defended that he was not the employing authority for Directors who were working with the TRA (Hansard, 2004:139 – of 18th June, 2004). The legal appointing authority to the Deputy Permanent Secretaries is the President¹⁸ (URT, 1977); and the appointing authority to the TRA Director General is the Body of Directors. So, the allegations at that time remained unsolved as they were too political and it was the President alone who could address the problem. For the time being the accused minister was re-appointed Minister for Infrastructure, no longer the minister for Finance.

On these allegations of tribalism in the Ministry of Finance, the research observed that there might have been some truth if such positions fell under the ministerial level of recruitment. That is, for instance the positions of Senior Accountants, Senior Administrative Officers or Senior Purchasing Officers and below. However, it should be understood by the members of the Parliament that some substantive duty posts like Permanent Secretaries, Commissioners and Ministers are not subject to advertisement; instead they are vested in the President's power to appoint those he thinks would help him to execute the manifesto he used during the election campaigns. May be if the minister was

¹⁸ The Constitution of the United Republic of Tanzania, 1977 provides power to the President to appoint the DCs, Regional Commissioners, and Ministers.

able to influence the President to appoint his relatives, but that would have been commented by the autonomous institutions like NGOs or mass media as an impeachment to the government. Moreover, it is interesting to note that in the President's Office there were two problematic cases (see the case of DC and DED in pp 36 & 37) plus this allegation that appears to be third instance that this paper has observed an appointment that caused commotion.

From the Human Rights and Good Governance Commission, it was reported by the Senior Research Officer that there were few complaints related to lacking of transparency in recruitment. Out of 1024 complaints which were reported between 2001 and 2002 there were only three cases related to recruitment. The cases No.HBUB.S/157/2001/2002 and HBUB.S/664/2001/2002 were concerned with recruiting people who lacked the required qualifications (Annual Report, 2001/2002:125&158). Another case No.HBUB.S411/2001/2002 was about request of employment on contract terms; whereby the applicant was not satisfied with the decision made by the employing authority against the request. He suspected that the authority ignored his request because he did not give bribery for the post, though it was not confirmed (ibid. p140).

The researcher observed that people who were aggrieved in recruitment issues were not much aware that they could institute their grievances before the Commission, as the respondent (Mama Mfundo – the Senior Researcher Officer, one the alumni of ISS) says¹⁹, "Here we have been receiving more complaints on confiscation of things like land, complaints on results of the Examination Council, oppression at work, murders, non-payment of salaries and other complaints not related to employment. If it happens it is very rarely, though we hear the rumor that there are some people who used to be left in recruitment while they have passed the interview". There were indicators that if any graduate was not selected for employment after attending an interview s/he remained patient looking for employment from other organizations even if not satisfied. Still I think if job seekers were well sensitized that they would be helped by the Commission in case of grievances by Recruitment Committees they would have been sending their complaints to the Commission. The good examples are those 3 complaints out of 1024. Again, the question is, Why should people be not aware of the functions of such sensitive Commission?

Also, among four recent graduates of University of Dar-es-Salaam the researcher enquired on transparency in recruitment, two of them said that transparency exists in recruitment but it is not clear to everybody. One graduate completely denied the presence of transparency in recruitment although she acknowledged that job vacancies are advertised. She added that nepotism and tribalism exist. While one of them said that transparency is existing now after coming into power

¹⁹ "Sisi hapa tumekuwa tukipokea zaidi malalamiko ya kudhulumiana vitu kama ardhi, malalamiko ya matokeo ya Baraza la Mitihani, kunyanyaswa kazini, mauaji, kutolipwa mishahara na malalamiko mengine tu yasiyohusiana na ajira. Kama inatokea ni mara chache sana, ingawa tunasikia kuwa kweli kuna watu wamekuwa wakiachwa kuajiriwa huku wamefaulu usaili".

this fourth presidential leadership. She said that, before there was no transparency in recruitment. In this category, it was observed that most graduates do not expect much to get employment from the public service; as when two of respondents were asked which sector would prefer to work, they mentioned the NGOs as their first choice. One of those two said, "I expect very much to be employed by NGOs. I have no more expectations to be employed by the government".

There were no documented complaints from the PCB related to corruption on recruitment issues, though the Head of Records section (Headquarters) admitted that such events have been heard some times but no one has ever reported it formally.

The researcher observed that there are some weaknesses in the legal framework of labour legislations and policies in recruitment in the Tanzania public service. This is because trade unions as part of stakeholders are not incorporated in the *ad hoc* Recruitment Committees while they are representatives of the employees. This might be the reason for trade unions to suspect corruption in recruitment procedures. Moreover, the Human Rights and Good Governance Commission and the PCB legislations do not give these institutions full power to control the complaints that arise from recruitment though they get information of irregularities. Definitely, if these institutions were already fully charged with that responsibility and people know it, all people regardless whether they are still in the process of being recruited in public service they would be instituting their cases in writing to such a control institutions. As a result it was observed that when either the PCB or the Human Rights and Good Governance Commission receives such complaints, they just compile with evidence they got from their investigation and send to the authority of the responsible government ministries, departments and agencies (MDAs) concerned with such complaints so that they can work out with them. Similar weaknesses were also indicated by Hoseah (2001), the Director of Investigations – PCB, Tanzania²⁰.

This can be concluded by saying that the opinions of the key informants on transparency in recruitment procedures are negative. And they have no legal power to influence employment policies so that they can change the recruitment procedures which they are not comfortable with the way they operate.

4.5 Conclusion

This chapter has full picture of changes in recruitment and selection procedures as a result of introduction of the PSRP. In total, it shows that the supply driven recruitment policy has been replaced by the transparent recruitment policy as an approach of engagement in public service (PSM & EP, 1999).

²⁰Paper presented on measures to combat corruption at Local, National and in International level, Canberra, Australia. Accessed through: <http://www.isrc.org/Papers/Hoseah.pdf> on 31/10/2006.

The chapter was introduced by showing the position of employees' population in Tanzania civil service since independence and after retrenchment of 1998. The graphs on corruption as one of the variables affecting recruitment process are indicated. No graphs on tribalism and nepotism because these variables were not much dominant, may be because the former socialist policy of development in Tanzania restricted tribalism.

Presentation of data on recruitment before introduction of the PSRP indicated 3 categories of civil servants – the common cadre and middle officers, senior officers and the principal officers and above. It was noted that after introduction of PSRP all public service positions were recruited by employees through open recruitment policy with exception of few semi-political positions like the DCs, Regional Commissioners, and Permanent Secretaries and above. In reporting data on short-listing there were some doubts of objectivity. Also final selection by employing authorities indicated some loopholes of corruption or tribalism.

Views from key informants on transparency in recruitment procedures indicated dissatisfaction and their problem is lack of power to influence recruitment processes. Also the nature and functions of unions and other key informants indicated to be not clear to new applicants of jobs in public service and hence lack of awareness that they would send their complaints in case of grievances.

In reporting data on promotion of transparent recruitment, advertisement of jobs indicated to be constrained by the use of only newspapers which don't reach people in rural areas and thus missing information of job advertisement. Feedback to applications either after short-listing or results after selection was observed to be done rarely. Applicants take for granted that they have failed if they do not get any letter for posting. On effectiveness and efficiency of transparent recruitment positive results were indicated but the problem was lack of annual evaluation by the PSM. There were no specific data showing clear indicators of transparent effectiveness and efficiency. Quality of new recruits indicated better performance only qualitatively. Some long service employees' complaints influenced re-introduction of succession plan by the government and later amendment of the transparent recruitment policy to exempt the substantive duty posts remain under presidential appointment.

The emerging issues in the recruitment and selection processes as reflected in gender and disabled people consideration, indicated some efforts made by the PSM to strike balance of employment by including women as a vulnerable group in Tanzania²¹.

²¹ Unfortunately, no current data were available from the ILO Labour Statistics indicating the ratio of recruitment in Tanzania.

CHAPTER FIVE: General Conclusion

5.1 Introduction

The objective of this study aimed at getting insights on how improved ways of transparent recruitment procedures contributed to improve public service delivery in Tanzania. We expected to learn if there were shortcomings in the application of the transparent recruitment policy. And in due course of study, it has been discovered that recruitment procedures are somehow followed but there are still some discrepancies caused by corruption and tribalism.

5.2 Conclusion

The theoretical framework of linear model (see pp 8-9) opted by Tanzania during the introduction of the transparent recruitment policy to improve public service delivery has proved weakness though; there are some changes in the recruitment policies.

During the study on efficiency and effectiveness of the transparent recruitment policy, there were several observations discussed below:

- It was observed that the linear model of policy formulation and implementation led to creation of gaps between the policy-makers of the transparent recruitment policy and the field where the policy is implemented. The model lacked inputs from stakeholders, politicians and the pressure groups like trade unions that experience the impact of the policy.
- This resulted into a crash whereby allegations of tribalism (Hon. Marwa – MP, 2004), corruption and some small elements of nepotism were observed in the application of the transparent recruitment policy as a result key informants generalized that there is no transparency in recruitment in the public service.
- The research observes that the flaws that happened were caused by grievances given by the bottom stakeholders demanding the policy makers to change the approaches of the recruitment policy. Yet no action has been taken to review it.

The above shortcomings might have led the research to:

- Detect that there were no mechanisms which are put in place by the PSM for monitoring performance.
- Discover that there were no indicators which could show success of implementation of the transparent recruitment policy.
- Observe that there were no indicators of success in the use of the Customer Service Charter.

Therefore, because of these bottlenecks the researcher could not say anything on efficiency or effectiveness of the public service delivery. And the PSM itself would not be able to detect if there were an improved public service delivery.

It is in my opinion that if Tanzania would have opted the interactive model during the introduction of the transparent recruitment policy, as an alternative to the supply driven recruitment policy which caused lower performance in public service, it would have collected some useful ideas as inputs for policy formulation from the stakeholders, actors and unions. Such inputs might have contributed to reduce flaws that led to the shortfalls identified above.

5.3 Comments

The evidence gathered on how improved transparent recruitment procedures contributed to increased public service delivery for this research topic is on a very small scale but indicates that changes in recruitment policies have become actual practices for a significant degree.

However, this evidence indicates that there are still doubts inside the civil service and in the wider public about the universality of these better practices. Hence, further research can help establish the degree of good and poor practice and public scrutiny of public sector recruitment. This research should be designed in some aspects as follows:

- Improved transparent recruitment procedures facilitate to avoid too much bureaucracy in Tanzania.
- Amended recruitment practices on substantive duty posts harmonize the public service performance in Tanzania.
- Necessity of complete delegation of power to the *ad hoc* Recruitment Committees in recruitment and selection for employment in Tanzania.
- Social exclusion of disabled people in advertisement of jobs in the PO – PSM, Tanzania.
- Proactive planning of development policies and programmes in Tanzania.

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Institute of Social Studies

Graduate School of Development Studies

Effectiveness of the Public Service Reform Programme:

A Case Study of Transparency in recruitment Procedures in the Public
Service Management, Tanzania

A Research Paper presented by:

LALIKA, SEVERINE MATHIAS
(Tanzania)

In Partial Fulfillment of the Requirements for Obtaining the Degree of:

Master of Arts in Development Studies
Specialization:

Human Resources and Employment

Members of the Examining Committee:

Dr. Freek Shiphorst
Dr. John Cameron

The Hague, 15th December 2005

ANNEX 1

Questionnaires administered to the Principal and Senior Officials from the Public Service Management and the Public Service Commission.

Dear respondent, the information acquired from this interview is for academic purposes only and not for any other reasons. I will real appreciate your full participation and co-operation in this session of interview. Thank you.

1. What is the Public Service Reform Programme (PSRP)?
2. What is/are the main objective (s) of the PSRP?
3. What is the direct relationship between the PSRP and Civil Service Reform Programme (CSR)?
4. How has the PSRP brought changes in recruitment and selection in employment?
5. Explain the stages/steps involved in recruitment process for a new public servant in the PSMD.
6. Which measures are taken to promote more transparency in recruitment procedures?
7. What advantages have been brought by transparency in the recruitment processes?
8. How efficient and effective transparency is in recruitment?
9. How has interpersonal relationship been affected between public servants who were employed before and after 2003? (in terms of morale to work)?
10. What is a procedural consideration of gender when vacant posts are filled by new employees? How often women are encouraged to apply such advertised posts?
11. How is geographical distribution of employment opportunities among regions of Tanzania considered during recruitment?

-
12. To what extent the disabled Tanzanians have access to advertised jobs? Which policy has been adopted for the disadvantaged people but qualified for recruitment?
 13. How often tribalism has been heard during recruitment and promotion? And which measures are taken in case of such an event?
 14. Nepotism can sometimes apply to favour some relatives in processes of recruitment and selection. To what extent this has been prevailing in the PSMD? Is there any reaction in case of such event?

ANNEX 2

Maswali dodoso kwa watumishi wa Kada za kati na za kawaida katika Idara ya Menejimenti ya Utumishi wa Umma (Utawala), Ofisi ya Rais.

Ndugu mshiriki, naomba nikujulisha kuwa habari unazotoa katika usaili huu ni kwa ajili ya matumizi ya kitaaluma tu; na siyo kwa matumizi mengine ya aina yeyote zaidi ya taaluma.

1. Jinsia yako ni: Mke/Mme.
(Kata jinsia isiyokuhusu)
2. Uliajiriwa tarehe.....mwezi.....mwaka.....
3. Uliajiriwa baada ya kuomba mwenyewe au moja kwa moja kutoka chuoni au kwa njia yoyote nyingine? (itaje)
.....
.....
4. Iwapo uliajiriwa kwa kuomba, elezea kwa kifupi hatua ulizopitia hadi unapoanza kazi (hatua moja baada ya nyingine).
.....
.....
5. Unafikiri kuna faida kutoa ajira kwa uwazi? Eleza faida hizo.
.....
.....
6. Kuna ushirikiano mzuri wa kikazi kati ya watumishi walioajiriwa kabla ya mwaka 2003 na wale walioajiriwa baada ya hapo? Iwapo kuna upungufu katika ushirikiano/mahusiano, yataje.
.....
.....
7. Je, kulikuwa na uwiano sawa kwa idadi kati ya wanawake na wanaume wakati ulipokuwa unaajiriwa? Wanawake walikuwa wangapi na wanaume wangapi?
.....
.....
8. Je, wakati ulipokuwa unaajiriwa kuliwa na walemvu ulioajiriwa pamoja katika awamu hiyo? Taja idadi ya walemavu na waliokuwa wazima.
.....
9. Wakati ulipokuwa unaajiriwa, ulioajiriwa nao walitoka kanda za mikoa mbalimbali ya Tanzania au walitoka zaidi kwenye kanda moja au chache sana? Zitaje kanda zilizotoa watumishi wengi zaidi.
.....
10. Wakati mwingine undugu na urafiki umekuwa ukipelekea upendeleo kwa kiasi Fulani kwenye mambo ya ajira. Ni kwa kiasi gaini hali hiyo hujitokeza hapa kwenu?

Chagua jibu moja kati ya majibu haya: Kiasi kidogo/wastani/sana (pigia mstari jibu sahihi).

SECTION 2: PERFORMANCE AGREEMENT

To be filled by the Appraisee in consultation with the Supervisor

2.1 S/N	2.2 Agreed Objectives	2.3 Agreed Performance Targets	2.4 Agreed Performance Criteria	2.5 Agreed Resources

2.6 Appraisee

2.7 Supervisor

.....
Name (in capital letters)

.....
Signed

.....
Name (in capital letters)

.....
Signed

Date.....

Date.....

SECTION 3: MID-YEAR REVIEW (DECEMBER)
To be filled by the Appraisee in Consultation with the Supervisor

3.1 S/N	3.2 Agreed Objectives (As per Section 2)	3.3 Progress Towards Target	3.4 Factors Affecting Performance

SECTION 4: REVISED OBJECTIVES (if any)

4.1 S/N	4.2 Agreed Revised Objective(s)	4.3 Agreed Performance Targets	4.4 Agreed Performance Criteria	4.5 Agreed Resources

4.6 Appraisee

4.7 Supervisor

.....
Name (in capital letters)

.....
Signed

.....
Name (in capital letters)

.....
Signed

Date.....

Date.....

SECTION 5: ANNUAL PERFORMANCE REVIEW & APPRAISAL (JUNE)

To be filled by the Appraiser and the Supervisor

5.1 S/N	5.2 Agreed Objective(s)	5.3 Progress made	5.4 Rated Mark		
			App- raiser	Super visor	Agreed Mark
Overall Performance Mark: <i>This should reflect the overall performance and achievement of agreed objectives in Section 5.</i>					

Rating:

- 1 = Outstanding performance 2 = Performance above average 3 = Average performance
 4 = Poor performance 5 = Very poor performance

SECTION 6: ATTRIBUTES OF GOOD PERFORMANCE

To be filled by the Appraiser and the Supervisor

6.1 S/N	6.2 MAIN FACTORS	6.3 QUALITY ATTRIBUTE	6.4 RATED MARK		
			Appraiser	Supervisor	Agreed Mark
1	WORKING RELATIONSHIPS	Ability to work in team			
		Ability to get on with other staff			
		Ability to gain respect from others			
2	COMMUNICATION AND LISTENING	Ability to express in writing			
		Ability to express orally			
		Ability to listen and comprehend			
		Ability to train and develop subordinates			
3	MANAGEMENT AND LEADERSHIP	Ability to plan and organize			
		Ability to lead, motivate and resolve conflicts			
		Ability to initiate and innovate			
4	PERFORMANCE IN TERMS OF QUALITY	Ability to deliver accurate and high quality output timely			
		Ability for resilience and persistence			
5	PERFORMANCE IN TERMS OF QUANTITY	Ability to meet demand			
		Ability to handle extra work			
6	RESPONSIBILITY AND JUDGEMENT	Ability to accept and fulfil responsibility			
		Ability to make right decisions			
7	CUSTOMER FOCUS	Ability to respond well to the customer			
8	LOYALTY	Ability to demonstrate follower ship skills			
		Ability to provide ongoing support to supervisor(s)			
		Ability to comply with lawful instructions of supervisors			
9	INTEGRITY	Ability to devote working time exclusively to work related duties			
		Ability to provide quality services without need for any inducements			
		Ability to apply knowledge abilities to benefit Government and not for personal gains			
Overall Performance Section 6					

Rating:

- 1 = Outstanding performance 2 = Performance above average 3 = Average performance
 4 = Poor performance 5 = Very poor performance

ANNEX 4

THE SUMMARY OF SCORING SHEET FOR THE POST OF *****

NO	NAME OF CANDIDATES	NAME OF COMMITTEE/BOARD MEMBERS								SCORE		
		Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q8	TOTAL	AVERAGE	RANKING
1.												
2.												
3.												
4.												
5.												
6.												
7.												
8.												
	Signature of Committee Board Members:											

Date

THE UNITED REPUBLIC OF TANZANIA
PRESIDENT'S OFFICE



PUBLIC SERVICE COMMISSION

VACANCY ANNOUNCEMENT

APOLOGY

We would like to inform the general public that on Mtanazania Newspapers dated 27/02/2006 and 28/2/2006 consecutively wrongly we advertised vacancy post from the Public Service Commission Office. In our advertisements we advertised the post of THE DIRECTOR OF TRANSPORT and THE DIRECTOR OF TRANSPORT which were not correct. Our intention was to advertise the post of THE DIRECTOR OF TANSORT. We regret for any inconveniences caused by our advertisements. Therefore the intended vacancy post to be announced was as follow:

The Public Service Commission invites applications from suitably qualified, experienced, dynamic and motivated Tanzanians to fill the following vacancies in the Ministry of Energy and Minerals. Women are encouraged to apply.

1. JOB TITLE: COMMISSIONER FOR MINERALS (1 POST)

The Commissioner for Minerals will report to the Permanent Secretary Ministry of Energy and Minerals and he/she will be responsible for daily functions of the department.

DUTIES AND RESPONSIBILITIES

- (i) Overall supervision of the department's activities.
- (ii) Management and Administration of the minerals sector development in line with the minerals policy of Tanzania and development guidelines.
- (iii) Administration of the Mining Act and its Regulations and Explosives Act and its Regulations.
- (iv) Advising on the formulation of minerals policy, mining laws and regulations.
- (v) Overseeing facilitation of public-private partnership at regional and international cooperation in the minerals sector.
- (vi) Resolving mining disputes.
- (vii) Perform any other related to the above.

QUALIFICATIONS

- (i) The holder of this post must have a Postgraduate Degree in Geology, Mineral processing, Minerals Economics or Mining Engineering from a recognized university.
- (ii) Must have at least 10 years experience in the Mining Industry.
- (iii) Must have Management skills and Leadership ability.
- (iv) Must be fluent in English and Kiswahili.
- (v) Must be a computer literate.
- (vi) Age should be between 40-50 years.

DUTY STATION - Dar es Salaam

REMUNERATION

Remuneration will be in line with Government pay scale (TGS.K) and other terms and conditions of Public Service

2. JOB TITLE: DIRECTOR OF TANSORT (1 POST)

The Director of Tansort will report to the Permanent Secretary, Ministry of Energy and Minerals and he/she will be responsible for the daily functions of the unit.

DUTIES AND RESPONSIBILITIES

- (i) To prepare strategies, operations, action plans and budgets of the unit.
- (ii) To oversee and manage the diamond sorting and valuing operations of the unit.
- (iii) To oversee and manage the diamond sorting and valuing operations of the unit.
- (iv) To manage and develop human resources of the unit.

(v) To advise the Permanent Secretary on all matters pertaining to the unit's operations.

(vi) To perform any other duties related to the above.

QUALIFICATIONS

- (i) The holder of this post must have a Postgraduate Diploma/Masters Degree in Geosciences, Economics or Management from recognized University.
- (ii) Must have at least 10 years working experience in Mining Industry.
- (iii) Must have knowledge of Gemstones identification.
- (iv) Must be fluent in English and Kiswahili.
- (v) Age should be between 40-50 years.

DUTY STATION - London, United Kingdom.

Remuneration will be in line with current Government pay scale (TGS.K) and other terms and conditions of Public Service.

MODE OF APPLICATION

Application letters in own handwriting should be sent to the address below and accompanied by:

- A reliable contact postal address and Telephone numbers.
- Address and telephone numbers.
- A detailed Curriculum vitae (CV).
- A copy of Postgraduate Diploma/Masters Degree certificate.
- Copies of Form IV and Form VI National Examination Certificates.
- One (1) recent passport size photograph.

The Secretary,
President's office,
Public Service Commission,

P.O. Box 9143,

DAR ES SALAAM.

CLOSING DATE: 12TH March 2006

NOTE:

- (i) Testimonials/provisional results/statement of Results will not be accepted.
- (ii) Employed applicants are required to channel their application letters through their employers.
- (iii) A Postgraduate Diploma/Masters Degree certificate is essential for applicant to be considered for selection interview.

ADVERTISEMENTS

THE UNITED REPUBLIC OF TANZANIA



PRESIDENT'S OFFICE

CIVIL SERVICE COMMISSION

VACANCY ANNOUNCEMENT

The Civil Service Commission invites applications from suitably qualified Tanzanians to fill the following vacancies in the **Civil Service Department**. The Civil Service Commission is an equal opportunity employer, women are encouraged to apply.

1. ADMINISTRATIVE OFFICER GRADE III - 40 POST**DUTIES AND RESPONSIBILITIES**

- (i) Advise the Permanent Secretaries/ Regional Administrative Secretaries/ District Commissioners/ Heads of Independent Departments on Laws, Personnel and Administrative matters.
- (ii) Supervise the administration of day to day office activities.
- (iii) Perform other occasional administrative activities such as disaster management, official visits, etc.
- (iii) Budgets preparation.
- (iv) Registrar of marriages.
- (v) Assistant Registrar of births and deaths.
- (vi) Performing any other duties as may be directed by her/ his Superior .

QUALIFICATION

- (i) Holders of Bachelors of Arts in Public Administration from University of Dar Es Salaam or any recognized University.
- (ii) Holders of an Advanced Diploma in Public Administration from any recognized Institution.
- (iii) Holders of Bachelor of Law from any recognized University.
- (iv) Holders of Bachelor of Commerce from any recognized University.
- (v) Age should not be above 40 years.

REMUNERATION

Remuneration will be in line with the current Government pay Scale (TGS.3) and other terms and conditions of Public Service.

2. ESTABLISHMENT OFFICER, GRADE III - 22 POST**DUTIES AND RESPONSIBILITIES**

- (i) Keep personnel records for the office.
- (ii) Ensure smooth operationalization of all scheme of service.
- (iii) Oversee appointments, confirmations, promotions and discipline of Public Servants in the organization.
- (iv) Prepare seniority lists.
- (v) Translate and interpret Civil Service Regulations, Standing Orders (1994), Public Service Act No. 8 of 2002 and other Governments Circulars.
- (vi) Ensure annual performance reports are submitted to relevant authorities in time.
- (vii) Monitor employee's superannuating benefits such as Pension, Gratuity and National Social Security Fund.
- (viii) Performing any other duties as may be directed by her/ his Superior .

QUALIFICATIONS

- (i) Holders of a Bachelor of Arts in (Public Administration, Sociology or International relations) from any recognized University.