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**THE CHALLENGES OF PUBLIC SECTOR RECRUITMENT: THE EXPERIENCE
OF TANZANIA UNDER A PUBLIC SERVICE REFORM PROGRAM.**

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Foreword and Acknowledgement.

This paper discusses the challenges of recruitment in Tanzania under the context of public sector reforms. It argues that, promotion of fair, just and in open and competitive recruitment are beyond adherence to procedures rather trickles down to what happens on the ground. Open and competitive recruitment under neo-liberal style of management for which efficient and effective service delivery to the public in practice has proved failure, and at certain stage need state intervention. The paper is also in favour of enactment of coordinating legislations guiding labour market operation and removal of inflexible institutions and instruments to soften and access private sector mobility into public sector and vice versa.

Recruitment in this paper is viewed as important by itself and also significant threshold to important functions in human resource management. Mode of advertisements, sifting of applicants and preparation of job requirements are important ingredients of recruitment towards change in composition of the workforce. In this light then, it should not be left unnoticed as may breed disparity and social exclusion. Generally, public sector reforms intended to raise performance at reduced cost while satisfying customers at the same time.

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Abbreviations.

ADA:	Advanced Diploma in Accountancy
ADCA:	Advanced Diploma in Certified Accountancy
ADPA:	Advanced Diploma in Public Administration
BA:	Bachelor of Arts
BA ED:	Bachelor of Arts with Education
BSC ED:	Bachelor of Science with Education
BSC ENG:	Bachelor of Science Engineering
CPA:	Certified Public Accounting
df:	Degree of Freedom
DIT	Dar Es salaam Institute of Technology
DSM:	Dar Es salaam
G-MDAs:	Government Ministries, Independent Departments and Agencies
HRD:	Human Resource Development
HRO:	Human Resource Officer
HR:	Human Resource
HRM:	Human Resource Management
IDPM:	Institute for Development Policy and Management
ILFS:	Integrated Labour Force Surveys
IT:	Information Technology
KAR:	Key Result Areas
KCMC:	Kilimanjaro Christian Medical Center
LLB:	Bachelor of Laws
LMI:	Labour Market Information
MGT:	Management
MRC:	Ministerial Reform Committee
MU:	Mzumbe University
MUCHS:	Muhimbili University College of Health Sciences
MSTHE:	Ministry of Science Technology and Higher Education
NACTE:	National Council for Technical Education
NGOs:	Non-Government Organization
OUT:	The Open University of Tanzania
PEC:	Presidential Commission of Enquiry
PhD:	Doctor of Philosophy
PIC:	Planning and Implementation Committee
PO-PSM:	President's Office- Public Service Management
TPSC:	Tanzania Public Service Commission
PSC:	Public Service Commission
PS:	Public Service
REGU:	Regulations
SAP:	Structural Adjustment Policies
SAUT:	Saint Augustine University of Tanzania
SRA:	Strategic Result Areas

SUA:	Sokoine University of Agriculture
TPS-REG:	Tanzania Public Service Regulation
TPSMEP:	Tanzania Public Service Management and Employment Policy
TIMB:	The Implementation and Monitoring Board
TTG:	Technical Task Force
TV:	Television
UCLAS:	University College of Lands and Architectural Studies
UDSM:	University of Dar Es salaam
UK:	United Kingdom
UNDP:	United Nations Development Programme
URT:	United Republic of Tanzania

CHAPTER ONE

BACKGROUND INFORMATION

The context of globalization 1980s to 1990s has induced significant changes in public service looking towards increased employment surge and flexibility of employees across jobs. For instance planning officers having clear path to ascend from say assistant planning officer to senior planning officer. Changes aimed at among other things to make savings in public expenditure, improve quality of public service and making government operations more efficient and effective in terms of timing, promptness, standards; as stipulated in client's charter; (Nolan, 2001:xx and Pollitt et al, 2000:6). More importantly has been the involvement of private sector labour market as one source of employee supply (Nolan, 2001: xx). Within countries, people have been moving around in search of jobs to sustain life.

Governments are deliberately undertaking strategic changes both in public and private sectors following global employment changes. They clearly abandon the inherited colonial or traditional public service because it failed to meet its intended objectives of cost-effective management (Polidano et al, 1996:5 and Nolan, 2001: xx). These changes target to have suitable employees to carry out different tasks by involving either from within public service or those outside normal working arrangement that is those who are not bound to regularities such as sick leaves, maternity leaves, retirement benefits or recruitment obligations. In this regard, Tanzania has undergone public service reforms since 1999 where vacancies are advertised and are competitive within career, job category and open to entire public (TPSMEP-1999: 13-14). The aim behind this strategy is to make vacancies open to anybody and job search be taken competitively by welcoming outsiders so as to get right, diligent and dedicated employees to carry out tasks. In other words, everyone is eligible; 'entrance standards in terms of education and experience are not very strict' (Hahn, 1976:120).

Indication of the problem

Before enactment of these reforms, public sector employment in Tanzania was lifelong because a person would stay on job and enjoy promotion to age of retirement and s/he can be transferred horizontally- (to another ministry or department) with the same rank or, higher rank without open competitive selection. Experience and on job training was the only factor guarantee employees lifelong service, as once recruited on would vertically be promoted so long as s/he stays on job. Currently no one can be promoted in exception of posts that falls under presidential appointment without undergoing competitive selection. In general, goals of these reforms are to manage changes that will assist government to realize 'result – oriented and professional public service characterized by managers who are empowered through appropriate management system and procedures' (TPSMEP: 1999:13 and Hood, 1991:178). Vacant posts are publicly advertised and people are encouraged to apply. Applicants may come from within office

where vacant post falls, other offices within public service or private sector (URT, PSC: 5-45).

These reforms has opened employees to mobility and job change as people can apply for a job they like particularly that can sustain life provided that they 'possess the required skills and qualifications, good character, minimum age, health and physical fitness as basis for recruitment' (TPSMEP: 1999: 25). People's mobility in this situation is from formal to informal, public to private and vice versa and sometimes to unemployment and underemployment too.

Tanzania public service reforms objectively aim to integrate suitably qualified and capable people from within public service and private sector-the procedures that were not in place before reforms rather than depending on the public service alone (TPSMEP: 1999:13). The underlying assumption is that the market has potential and capable people to carry on different tasks and they can be found via job advertisement. This is done by changing the way public sector was customarily managed by establishing performance incentives and competition similar to those existing in market environment for example setting of performance targets, mission, vision and producing according to customers' needs (Minogue et al 1998:8, Nolan, 2001:xx and Self, 1993: 167). Thus by incorporating people from private sector it is anticipated that the public service composition will change in terms of workforce and later on experiences, practices and behaviour.

Integration of suitable, capable and qualified candidates into public service delivery attaches importance to recruitment process, which acts as threshold towards enhancement of public functioning. One can argue that stable institutions should be developed to enable recruitment to operate and yield intended outcomes, otherwise the whole process of public reform with its anticipated result-oriented strategy, cannot be sustainable. Adherence to process and procedures backed up by moral and ethical conduct may bring about positive results where intended outcomes such as accepting of incapable candidate could be escaped.

It should also be observed that public sector reforms pay little attention to recruitment despite of being crucial in determining candidate's future performance. This is evidenced by great emphasis on result-oriented style of management where output outweighs inputs. Since candidates are recruited depending on proven competences through their credentials and performance history in various sectors they used to work before; and open competition can disclose all these especially in considering that 'competition can obviously play part in improving efficiency, but the idea that is either sufficient or infallible is predicated on the narrowest view of the public interests' (Martin, 1993:193). The question of competition tends to erode recruitment process especially when considering disadvantaged groups such as disabled, minorities, women and the poor. Within these groups there might be suitable candidates but circumstantially impeded to take up jobs in a competitive manner; though competition is considered as best regulator since its consequences enforces observance of public interests (Martin, 1993:193).

The neglect of recruitment in the whole process of reform can be supported by the argument that cautioning adoption of reform models in public management domain through transplanting fashion, i.e from outside organization. By this view, it is unintended to limit outside forces but as Mckevitt argues that 'specific management ideas can be transferable but what is not transferable is the model of management- its purpose, condition and tasks' Mckevitt et al, 1994:54). This means that the process of transfer is contextualized; and transplanting is hardly possible. Thus, this may be taken as basis to the way recruitment has been weighed. At this juncture one can be made aware that not only recruitment is lowly weighed in public service reforms, this research focus is to explore its significance and impediments it may bring to performance since it is linked to whole process of candidates ability and future performance.

By considering both strength and weakness of recruitment outcomes as briefly exposed above, and by also contextual application of public sector reforms, it is proposed to undertake thorough analysis on how the process is implemented in Tanzania's soil. Public service reforms are geared to improve service delivery to the entire public but can not be fully implemented without first 'addressing problems of structure, staffing levels, remuneration and job classification systems and overall civil service costs have been adequately dealt with' (UNDP, 1995: 55). Thus recruitment is the stage try leveling staff within organization by bringing different talents together to accomplish certain tasks in an organization.

The above realities raised the need to explore the challenges of recruitment strategy whether brings in people with diverse and required skills, and what is the composition involved in adopting this system in terms of dedicated employees to take up different tasks which comprises the whole package of human resource planning (Dror, 1976: 129-130).

Relevance and justification

The public service reform strategy has gained attention in both public and private sector and more significantly the objective of having competent and qualified human resource at right time as well. It is assumed that opening up of the public service leads to effective and efficient service delivery in terms of greater diversity of tasks performance, social, economic and technological developments, transparency and good governance, availability of reliable people through increased flexibility, information at right time and place, cutting down government expenditure, and simplified planning process through attracting and retaining qualified staff. All these lead to adjustment of policies, laws, regulations or guidelines to suite the prevailing condition and primarily to avoid loss of manpower unnecessarily and unnoticed.

Operationalisation of Tanzania public service management and employment policy (TPSMEP) 1999 surfaced recruitment process to sectoral ministries and departments through decentralization system where each permanent secretary, head of independent department and agency is vested with power and authority to recruit candidates to posts falling vacant within their respective offices. That is, the system has widened a pool of applicants in one hand while reducing unnecessary nepotism on the other. For purposes

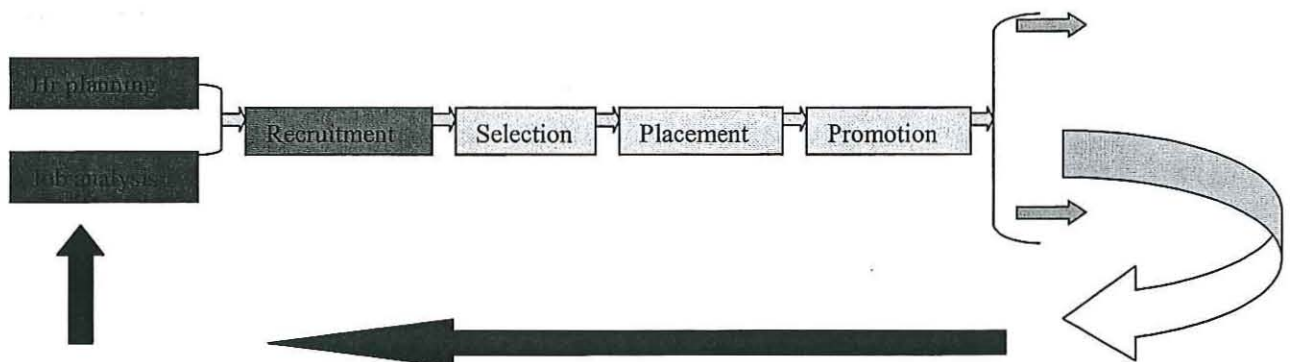
of monitoring standards, equity, and sameness in process, the public service commission issued directives in a booklet-guideline no 1 of 2004 providing guidelines and procedures to follow in public service recruitment. Although ministries and departments has become employment authorities, still the ministry of public service management under presidents office and the public service commission are overseer and referral centers in case of consultation, disciplinary action and grievance handling (TPSMEP, 1999: 39; URT, PUBLIC SERVICE ACT-2002: 278)

Potential gaps in recruitment process

Tanzania recruitment process suggests having strong institutions making it feasible and articulating the best way for anyone to pass through in recruitment process. To its opposite it has not been clearly established the constraints it may breed to both candidate and employer. It is silent on ways and technicalities to redress its problems especially when it fails to bring in suitable candidates to take up jobs. This argument tries to disprove the strength of neo-liberal model where the market fails to allocate suitable candidate. Not only that, the strategy is also nowhere to be blamed if it happens the candidate ill performs and unsuccessfully meeting his/her objectives because more weight is given to what she/he knows about the subject matter than what she/he can deliver or perform-i.e. Is silent in performance evaluation. In connection to all this, the issue of training has been emphasized as the drive towards optimal achievement but recruitment modalities limits under-qualified or unqualified candidates making complexities in determination of human resource development while on job. This means that it assumes limited possibilities of training by believing that good recruitment reduces need for training. These constraints suggest making investigation to explore the challenges pertaining to whole process of recruitment as a neglected research area in public service reforms. However, recruitment should remain significant branch of human resource planning in Tanzania public service due to its decisive role in determining present and future acquisition of human resource.

Figure 1

Importance of recruitment



Source: Prasad, 2004:166

Figure 1 presents a linear model with feedback on how recruitment results from very important human resource functions of planning and job analysis and leads to significant tasks accomplishments by placing the individual in different responsibilities. Since it links present and future demands of human resource in organization, it may further suggest circular model in the sense that when new tasks are created or emerges via human resource planning and job analysis the process of recruitment resumes. Conclusively one can argue that it is a continuous process as Decenzo puts forward that recruitment expenditure are made where there best return on the investment (Decenzo et al, 2004: 120) and because of anticipation of high return and its realization, organization will proceed recruiting where qualified and skilled employees will enable employers reap profit through improved service delivery in efficient and effective way, but also through little resources at their disposal.

Due to all facts and constraints mentioned, raised the need to carry out this study to explore challenges to recruitment in Tanzania public service after being opened up for both those who are within and outside public service. Analysis was in terms of appointment or promotion by addressing persons with required skills. Neither in the period before reforms nor in opened system, advertisement and open competition does not guarantee that the strategy is efficient to bring candidates to carry on tasks efficiently and diligently so as to meet set goals and objectives. As the reason to investigate the effects of these reforms, recruitment is an important function towards accomplishment of human resource management in an organization. However, due to time constraints not all ingredients of recruitment were researched. The focus therefore was on whether reforms have managed to bring into public service candidates from private sector after opening up of the Tanzania public service. The findings will assist in devising effective human resource planning especially to fill the gap between theory and practice in recruitment modalities.

On the light of this study, the research will be in a position to advice and provide relevant information to relevant authorities on how to improve recruitment modalities and further open up research to explore other challenges of recruitment and many other branches of human resource management.

Research objectives

The research looks at how university graduates get recruited into public service and assesses whether the public service has changed in respect of gender, age education, private sector experiences and origin of birth. The complexity analysis is significant in whole process of human resource management. Achievements of this Study have been tenable through the following Specific objective:

- (i) To find out how new recruitment procedures have changed the profile of the public service.

Research question:

For the purpose of achieving the above objective, the following question was set to gather data for exploration of this study.

Has public service composition changed through competitive recruitment?

Methodology.

This research has used both quantitative and qualitative data in both primary and secondary data. Also triangulation methods have been applied to collect information from four offices. These are President's Office Public Service Management, the Public Service Commission, Ministry of Home Affairs, and Immigration Department. In the light of this complex task, primary data were drawn from a sample of 200 graduates among those were recruited in public service for the year 2000-2002 and another 200 graduates among those recruited in public service for the year 2003-2005 was established, making total of 400 graduates. The reason behind this choice was to compare the period before reforms were initiated i.e. 2000-2002 and that after reforms –2003-2005 when the public service Act 2002 and its Regulation-2003 became operational.

The list was drawn from application letters in bundles (i.e. compilation of application letters tied together in hundreds to make one file) of files arranged in hundreds each, and any person employed in that time periods had equal chance to be recorded. Files did not appear to follow any order in a time period i.e. 2000-2002 or 2003-2005 and the researcher took data as files came. While this was not strictly random, there was no obvious bias involved in the selection of graduates and files. Files included also those were first appointed to the public service, those worked in private sector and also those recruited to new positions and also those were not recruited. That is, in one hand there was a list of recruited/employed and on the other bundle of files to match by identifying the person who is he or she. Thus the task was to check file-by-file and bundle-by-bundle and list those were recruited in each time period. The whole list of employed people in public service was not accessed. Through individual curriculum vitae were helpful on this. In this sense, record entered following indicators that the research wanted to prove, i.e. if changes have occurred in terms of gender, age, education, private sector experiences and regions of birth. This method was chosen due to its reliability in providing clear representational guidelines for people who was recruited into public service in 2000-2002 and 2003-2005.

Secondary data sources in this research include reports such as annual reports from the President's Office-Public Service Management and the Public Service Commission; books, and official documents. e.g. Code of Ethics and Conducts, Scheme of Service, Guidelines and Public Service Management and Employment Policy.

In addition to that, the researcher conducted semi-structured interview to 15 people including Deputy Secretary, Assistant Secretary, Director of Personnel and Administration and Senior Human Resource Officers in President' Office- Public Service Management, Public Service Commission, Immigration Division, Ministry of Home Affairs and the Labour Exchange Center.

This research has also used examples of public service reforms in Uganda, New Zealand and United Kingdom as case studies for purposes of examining how public sector

reforms and in particular how recruitment processes were implemented and whether Tanzania public service reforms had imitation from these countries.

Limitations.

It has been very difficult to establish the list due to lack of proper reference list and unchronological arrangement of files and bundles. Bureaucracies in meeting with some officials may alter drawing some conclusions. Despite writing letters and daily follow up, the researcher did not get official permission on some offices to conduct research and go through official documents as for example total graduate employed in 2000-2002 and 2003-2005 in public service together with the total number of applicants in those two time periods could not be established. Thus interview access to officials in these offices based on relationships to researcher.

Structure of the research paper.

This research paper is divided into five chapters. Chapter 1 is the introductory part, which indicates problem area and background information. It further explains the relevance and justification of the paper and reveals potential gaps in recruitment. The chapter concludes by declared research objective and question to be tested; and research methodologies to this paper are outlined, and finalized by limitations. Chapter 2 discusses on how recruitment is neglected in global public sector reforms. The case studies of New Zealand, United Kingdom and Uganda are in detail presented to exemplify how public sector reform has been differently adopted and implemented particularly recruitment processes.

Chapter 3 discusses public sector reforms in Tanzania. It explains how the country adopted reforms and what the consequences of reforms are. The chapter exposes the roadmap to full realization of reforms in 2011. Various reform models are discussed and clear critic to neo-liberal model as advanced by Tanzania is presented. Recruitment overview is explained and concentration is highly put on how recruitment procedures are implemented.

Chapter 4 is for data presentation and analysis. In this chapter the chi-square test and cross-tabulation methods used to compare data obtained for the purposes of testing their significance and establish whether there are relationships to what has been determined before. I.e. whether public sector reforms have allowed entry for people from private sector. The chapter concludes by discussion and reflection on qualitative data presented.

Finally chapter 5 concludes on research paper findings and gives recommendation. It evaluates whether research question has been answered and giving challenging recommendations.

CHAPTER TWO

WHY DOES RECRUITMENT FEATURE SO LITTLE IN THE PUBLIC SECTOR REFORM LITERATURE?

The advent of new public management has swept around the globe with public sector reforms in which countries tend to implement for decades now since their inception in 1980s-1990s. Reforms have been sought as alternatives to increased government expenditures, oversized government and complaining society due to inefficient and unsatisfactory public service. This can be viewed as means to multiple ends. The New public management is characterized by output-oriented managerial mode, paying for public service in the name of cost sharing, shift of power from top managerial positions to line managers and also decentralization of activities from central to local government and creation of agencies (Brown, 2004:306; Pollitt et al, 2000: 6 and Farnham et al 1996: 25)

Notwithstanding beautiful intentions of new public management, it has been argued that it aims to reduce the role of the state, limit further expansion of public sector, make public sector impartial, and integration of private sector techniques (Massey et al, 2005:36). These range of objectives suggest existence of small, attenuated and efficient government involving use of optimal information technology that can deliver services to the public timely and at quality demanded (Farnham et al, 1996:25).

New public management has been introduced following misfire of the Weberian bureaucratic model to deliver service as intended. It has further failed to provide flexibility in work organization due to its rule-based structure (Gains, 2004: 53). Rule-based organization has not encouraged productivity as many public sectors have failed to survive in competitive world. Flexibility being one of key elements of new public management is featured in recruitment and selection, retaining and training; and overall employee development (Brown, 2004:305; UNDP, 1995: 54) which new public management strives to achieve through cost-effective strategy. These elements have variedly been given weight depending on context applicable though they both seem to be critical in spearheading the public sector. For example the issue of training might be lowly valued when the policy encourages recruitment of highly qualified candidates who do not require regular training to minimize waste, costs, rate of supervision and consultative type of working.

It is arguably sometime that, reforms may fail to impact the claimed benefits and hence adversely affect the entire system as the result they become meaningless. In line with this assertion, reforms may erode employee morale and distort chances for their career development following waiver of promotion based on duration the individual remains on job. In this situation employee become psychologically discontented as may badly be performing due to disincentives. It is also tabled that slimming the government and its subsequent subcontracting may result on poor service delivery in the sense of limiting capacity by government to make follow up and on the side of citizens become unaware of what should be done. Since the outcomes of new public management has been to bring change in organization culture and structure to bring about efficiency (Brown, 2004:307;

Pollitt et al, 2000:8) at very reduced cost, it is better to assess the challenges embedded in recruitment process.

Since many countries reformed their public service for the purpose of adapting new techniques to suit global changes triggered by SAP, it is better at this point while paying attention to recruitment to look at how Uganda, New Zealand, and United Kingdom implemented public sector reforms for the purpose of establishing whether recruitment is given priority during public sector reforms. In specific Uganda has been chosen as is within east African context while New Zealand and United Kingdom is because of clear advancement in economies and public sector reform implementation.

Uganda public service reform process

International financial institutions advocated reforms attached to loans, which Uganda requested to pursue various social and economic activities. Conditionalities included removal of ghost worker, deletion of empty posts, retrenched temporary or seasonal workers, enforce retirement age, freezing recruiting, abandon guarantee entry to civil service from education system, suspend automatic advancement, and introduce voluntary redundancy and introduction of compulsory redundancy. 'In practice these policies meant sacking of civil servants' (McCourt, 1998:172) This model is mechanical and prescriptive; it does not explain what should be the consequences of either affected retrenched people or work place; even those locked out but have great bearing in recruitment.

According to George Okutho (1998) and Kisubi (1999), Uganda began its route to reforms in 1989 when the Public Service Review and Reorganization Commission was launched for the purpose of initiating changes in the public service with the view of being effective and responsive to Ugandans needs. The findings of the commission revealed that Uganda public service was not performing to its capacity due to the following problems (i) pay and benefits (ii) incapacitated civil service and (iii) personnel management and training.

Due to commission's findings, Uganda government formally started civil service reforms programs in 1992 with the objective of re-inventing lost public image through (a) slimmed, well paid, effective and efficient government (b) promotion of transparency and performance based evaluation system (c) institutionalization of decent pay to its employees and (d) objective driven, accountability and full committed workforce. For achievement purposes, a number of strategies were put in place for effective implementation, these included: definition of tasks and responsibilities and clear division between central ministries and local government, identification of non-core activities and general professional conduct, institutionalization of result oriented style driven by specific targets, provision of attractive and decent wage that provides living, put in place sustainable HRD for capacity building.

Institutions

For effective implementation of reforms, institutions were established within ministries to support the ministry of public service. These are: TIMB- The Implementation and

Monitoring Board which dealt with issues pertaining to redundancies for example checking up documents of people recommended for redundancy, PIC- Planning and Implementation Committee which was inter-ministerial drawing members from ministry of local government, and ministry of finance and economic planning. For purposes of facilitating reforms the Administrative Reform Secretariat for day-to-day follow-up, and The Public Service Coordination Committee for inter ministerial coordination were formed. Also task force such as Review Task Forces was formed.

Implementation

In 1991 ministries were reduced from 38 to 21, and the ministry of public service started to review ministries as preparation for restructuring and establishment of human resource inventories. The new Uganda constitution of 1995 devolved power to local government through decentralization in 1997 where central government remained with functions related to policy, supervision and standard setting. Non-core functions were exposed for sub-contracting; agencies were created to take functions commercially e.g. Uganda Revenue Authority, Civil Aviation Authority and Police Bureau were formed.

The way forward

Uganda initiated a 5-year (1997-2002) program – the Uganda Public Service Reform to sustain changes already effected through: improvement of public service structures for efficiency functions, ensure decentralization improves service delivery, more autonomy is given to districts and increased accountability, transparency emphasized through result oriented management (Okutho, 1998:69-79; Kisubi, 1999: 345-359).

This advances ideas that good government is small government, which in turn becomes effective, responsive and efficient in public service delivery by integrating other stakeholders in its non-core functions. Since more emphasis has been to reduce the size of government, the weakness one can observe here is de-emphasize of recruitment process as the way forward to attain the result oriented strategy, but suffice to mention that need to be studied because is an important aspect in reforms.

Public sector reform in New Zealand by Kettl (2000) and Bale et al (1998)

Public sector reforms in New Zealand are the consequences of thoughtful plans aimed to modernize New Zealand public management. They were objectively implemented as top-down strategies to have programs privatized, shift from rule and command-based management to market-based style of operation, adoption of single-minded outputs and results instead of inputs particularly budgets. Fundamentally this was providing solutions to New Zealand's economic crisis it faced in 1980s where the economy was largely regulated and enjoyed enormous subsidy from government, enterprises were government owned and public spending dominated in these enterprises. In this era therefore, New Zealand failed to compete with new competitors from pacific economies due to economic stagnation and soar inflation as the result it dropped from higher to lower per capital ranking country. In a nutshell reforms differentiated policy making from policy administration.

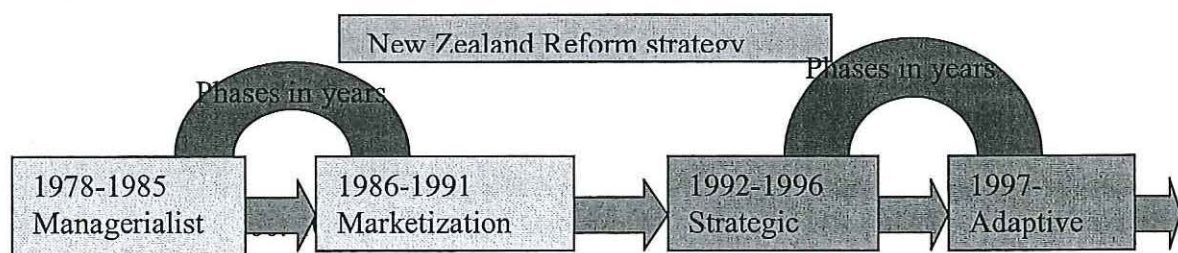
To address these vices, the government came up with stabilization and broad structural plans such as the market –based style of policy, which called for commitment to competition with the underlying notion that it can shape government workers’ attitudes through institutional economic theories. Analysis was done to operationalize these strategies and conclusively stemmed at deregulation of responsibilities to lower echelon officials via contractual scheme of work. Difficulties and costs involved in supervision at lower levels, definition of work unambiguously, management of results and implementation of contracts drove this strategy. It was further coined that government were inefficient and badly managed, bureaucrats were irresponsible, departments’ expenditure were high and it also included poor management of assets and cash.

Implementation.

Implementation had to be clearly articulated by first deciding what is to be retained and what should be made available to private sector in terms of functions and secondly to undergo structural and management changes in retained core functions such as treasury, defence and Inland Revenue. Adoption of market–based strategy resulted into flexibility of government workers so that policies have positive impacts while managers held accountable for their performance results. Managers were given authority to utilize their budgets hiring the best employee they deem suitable to perform the job and spend the monies to procure supplies for task accomplishment. By and large, the government requested workers be instilled with value for money and customer service attitudes.

For effective implementation, reforms were devised into four phases for better administration and result realization as shown in Figure 2. Figure 2 indicates that the managerialist phase is where private sector–based style was introduced into public management and government operations. It’s the initial stage of structural changes to suit new model of management. In Marketization, contracts and competition for market are introduced; workers began assessed by what they perform together with what they achieve. The strategic phase aimed to redress fragmentation that could arise from marketization for which individuals might be driven by self-interests in task accomplishment as the result divergent ideas broke out. Capacity building particularly for human resource should be developed in adaptive stage for the purposes of managing new strategies to ensure reform sustainability. Crucially, these phase intended to raise government transparency in her functioning stirred up by specific objective setting and clear reporting mechanism on results of tasks undertaken.

Figure 2 New Zealand reform series



Source: Kettl, 2000: 10

Institutions:

For better strategy implementation, the State Sector Act of 1988 and Public Finance Act of 1989 were legislated to administer reforms in core government operations. These legislations provided chief executives flexibility in firing, hiring and employee paying; they also adapted to five-year performance-based contractual tenure of office instead of lifetime. Subject to performance, the contract could be extended for further three years. Performance-based style enabled realization of vague and unachievable targets.

New Zealand government has been since 1992 operating on cash budget (accrual budget). This system believed to be the cornerstone of effective decision-making in current situation and make use of it optimally to get intended results. In this regard therefore the Fiscal Responsibility Act of 1994 necessitated government to set fiscal objectives and be accountable on how to achieve them.

Together with the Fiscal Responsibility Act, there were also launched strategic result areas (SRA) and key result areas (KRA) to streamline the way target setting used to be, that is leave out broad by taking up specific strategy setting. Apart from being binding, SRA and KRA became shaping instruments on decision-making concerning budgets and specific task outputs for chief executives outlined on their contracts.

Because of adoption of private sector practices into public sector, there has been no clear distinction between public and private sector because both are subject to same rules and regulations. Functioning of private sector had to realize slight differences from public sector through: institutionalization of clear lines of responsibilities between departments and ministers, define targets clearly, devolution of power to chief executives, put in place positive or negative reward schemes depending on outputs, and finally establish mechanism for reports and to monitor performance. But the State Sector Act and the Public Finance Act of 1988 and 1989 enforced all these respectively (Kettl, 2000:8-12; Bale et al, 1998: 103-112).

New Zealand recruitment process.

The Commonwealth Secretariat (1995) explains that, before decentralization transferred authority to chief executives to conduct recruitment in their agency or departments, public service in New Zealand was governed by the State Sector Commission (SSC), which was the central coordinating agency in employment regulation.

Recruitment changes.

Public service departments operate recruitment in cost-effective strategies to avoid difficulties related to shortage of skills and unnecessary turnover. Recruitment in this strategy is initially intended to be a careful investment rather than a tool of addressing employment huddles in the future. In connection to this assertion there are beliefs that failure to obtain suitable candidate during recruitment may bring negative consequences later on such as substandard work, unsatisfied customers and work become demotivating. Therefore for maintenance of standards and avoidance of unnecessary mistakes,

recruitment is guided by written regulation with the purpose to escape unevenness and limit arbitrary and unfair practices, and also to ease dealing with complaints from unsuccessful candidates. In this regard, the State Sector Commission in 1989 issued a selection-guide booklet for quality and consistence maintenance of recruitment and selection in public sector. The booklet provides guidance on composition of selection panel, criteria for selection, Ways of conducting interview and use of psychological tests as guidance to lead recruitment panel to reach decisions. All this incorporates the human right Act and privacy Act both of 1993.

The state sector Act 1998 empowers chief executives to become employing authorities. They conduct recruitment based on merit, vacancies are advertised to attract suitable candidates to fill the post, and personnel policies should entail fairness and justice for applicability. The whole process must be guided by impartiality in selection of candidates, recognition of Maori candidates, recognition of cultural disparity for ethnic minority groups, taking into consideration for women needs and devising employability schemes for people with disabilities. Thus, departments have put in place review procedures for analyzing complaints of employees within departments.

This style of recruitment in departments is backed up by reasons of retaining best staff so as to be able to perform tasks assigned to them at reduced costs. The Employment Contract Act 1991 governs Employer-employee relations in New Zealand's state sector. Notwithstanding variation in legislations applicable to public sector employees, the distinction between public and private sector is no longer living, regardless where one works; the binding laws are the same. In this sense, New Zealand has been using variety of employment modalities when recruiting staff for example limited contracts both long and short term (commonwealth secretariat no.5, 1995: 34-38). A system that does not exist in Tanzania because public sector uses different legislations and guidelines from those operate in private sector.

UK public sector reforms as explained by Massey et al (2005) and James (2004) and Kettl (2000).

Public sector reforms in UK began in 1982 under the then Prime Minister Margaret Thatcher who ambitiously had ideas to decentralize and privatize government functions. Reducing government financial costs was accompanied by slimming the state and in turn admitted the possibility for integration of new managerial approach to modernize the government and easy realization of goals. Decentralization embedded the whole process of creating agencies and privatization of firms. Privatization provided government with opportunities to generate income from sale of firms and also manage the costs of retained firms. Through privatization and agencification process, managers were subjected to clear performance setting and held responsible for output generated. In this light then, market and competitive-based style was introduced in public sector signified by competitive tendering, market testing, and attracting private funding to projects run by government.

Implementation.

Thatcher's approach was a response to thorough analyzed recommendations of Fulton report of 1968. The report recommended hiving out of government operation to executive

agencies that could better carry functions and deliver services more efficiently. For this reason agencies institutionalized included Defence Procurement Executive Agency, Property Service Agency and Manpower Service Commission. They were led by political appointed chairmen but accountable to the minister where agencies fall under. Agencies were seen as render of last resort towards renewing the civil service as it was revealed at that time that 95% of executives could be transferred to agencies where they can be engaged in policy implementation

In 1988 the Next Steps strategy began to yield results where the UK central government was reorganized leading to 78% of civil servants being working in agencies. Within agencies, Next Steps style of recruitment and pay systems were adopted due to the reason that could slowly touch many sections of the service. Recruitment of chief executives to agencies was competitively conducted in open manner, subject to renewal if shown good tract record, based on fixed contractual terms and salary-linked performance as key references in managerial functions. For purposes of result management, individual agencies were regularly requested to establish their performance and devise alternatives where possible.

Apart from agency creation, privatization has greatly shaped UK public service to symbolize new public management. It facilitated definition of core-periphery activities and at the end became providing solutions to what could be difficulties of the public service especially before transfer of assets and services to private from the public sector. Privatization strategy came into being in 1979-1990 the period of Thatcherite conservative which likened government administration to fat, flabby, weak institution, highly relying on subsidy and incapable of satisfying their customers' demands. As a solution, workers were thrown into private sector, lending from treasury was reduced paving way to fund rising through sale of assets. But the most significant of Thatcherite's privatization is that stimulated freedom, creation of a property and share-owning democracy and cutting down of state machinery.

The way forward

From 1997 onwards UK government has decisively advanced privatization in practical terms and private-ownership has not fully been abandoned. Labour administrations under Tony Blair used privatization policies for government reforms and accumulate finances from sale of enterprises. These reforms aimed to retain shrunk government with variety of agencies delivering effective service with the view of customers' satisfaction (Massey et al, 2005: 81-89; James, 2004:76-78 and Kettl, 2000:13-14).

Recruitment processes

According to the commonwealth secretariat no.2 (1995), Treasury requirements are what guides Recruitment in UK based on rules administered by the minister responsible for civil service. It is due to emerging new grades, and civil service commissioners should be notified of these newly created grades. The rules include open competitive selection based on merit. Since 1991 Departments and agencies have been given authority to conduct recruitment in accordance to guidelines provided by the Civil Service Order in

Council of 1991. For senior grades and ungraded posts-special appointments, departments and agencies must consult the independent civil service commissioners for written approval to make appointment outside the service. Advance notice is made to cabinet office regarding grade three officers, which are filled by open competition.

There are six civil service commissioners, in exception of two who work full time, the rest are in part time drawn from outside civil service so as to integrate personnel management from private sector into public service. Appointment of Commissioners is by Royal prerogatives and work independent of the executives, but their consent is taken as basis that recruitment and selection have been done in accordance to rules established.

Commissioners have responsibilities stipulated in the order in council to include: authorize candidates before actual recruitment, pass ruling regarding selection, give advice to minister responsible for civil service, and guide agencies and departments on implementation of selection and recruitment rules.

Recruitment in UK is openly conducted and entails fair and just competition to people regardless of marital status, race, and gender. Moreover it considers disadvantaged groups and is apolitical. Since recruitment has been transferred to heads of departments and agencies then, based on merit and organizational requirements, they can select candidates they deem capable to do tasks because they know competencies needed. Consideration for merit, fair and open competition includes: advertisement of vacant post giving ample time for applicants to apply, treatment of all applicants unbiased and, maintenance of valid, reliable and relevant techniques to avoid unintended outcomes.

Following decentralization in 1991 the civil service commission was changed into two independent institutions to carry out recruitment and selection tasks. These are the small civil service commission office to support the commissioners and the recruitment and Assessment Service Agency, which in fact inherited most of functions of the former Civil Service Commission. This agency also competes with other private recruitment agencies (commonwealth secretariat no.2, 1995: 43-47). This system is like that established in Tanzania after enactment of public service Act and its subsequent regulation in 2002 and 2003 respectively.

If one looks at the way Uganda, New Zealand and UK implemented reforms can discover that it is not clearly established whether this reform strategies though molded to be result oriented considers recruitment as vital and instrumental towards result achievements. More emphasis has been on sliming the government through outsourcing and agency creation for which high performance and results might be sought through. Additionally challenges pertaining to recruitment in both Uganda, New Zealand or UK have not been established and recruitment is placed as a normative model and do not explain what happens on grounds and no where in their guidelines provides mechanisms to address potential recruitment difficulties as identified in chapter one. Recruitment is emphasized so as to get qualified staff capable to perform tasks later on but no direct linkage is established to performance. I.e. the individual is recruited depending on credentials she/he poses not on capacity to deliver. Neglect of recruitment as determinant of future

good performance results into being regarded as adherence to rules and regulations. But in fact it is more than rule compliance and adherence only. But to a large extent Tanzania bares elements of New Zealand and United Kingdom public sector reforms systems.

The chapter that follows discusses how Tanzania implemented these global public sector reforms and what emphasis has been put in recruitment process.

CHAPTER THREE

TANZANIA RESPONSE TO PUBLIC SERVICE REFORMS

Public service reforms (institutionalization of NPM-chapter 2) have been initiated following underlying models or theories that guide their implementation. The researcher have chosen the models explained by Nolan to explain genesis of reforms and the way they are likely to be structured bearing in mind structural adjustment policies advocated by IMF and World Bank in 1980s. Also they are structured to best suit this presentation. These models include market-driven management / efficiency-driven model, agency /downsizing and decentralization model and public choice theory/excellence and public service model (Nolan, 2001:xxv).

The market – driven management model is geared to transform the public service into businesslike sector. It is characterized by paying more attention to financial control, management of hierarchy-that is minimize hierarchical style of operation; and clear target setting, transparent methods for review of performance, more market driven ideas and a customer orientation, deregulation of the labour market, paying no attention to politicians and trade unions (Nolan, 2001:xxv).

The agency model advocates a shift from a vertical integrated organization to decentralization, organization flexibilization and downsizing. The major characteristics of this model are shift from planning to quasi-market as the mechanism for allocating resources within public sector, move from management by hierarchy to management by contract, a split between strategic core and large operational periphery, market testing and contracting out of non- strategic functions, creation of task specific organization, a shift from command to control management by influence, and also a shift from standardized forms of service system characterized by flexibility and variety (Nolan, 2001:xxvi and Talbot, 2004:6).

The difference between market – driven and agency model is based in their distinct characteristics that the former operates at very reduced hierarchical arrangements, operational and procedural stages are minimized and not cumbersome. The later is characterized by creation of agencies as independent bodies to discharge tasks, which were core functions before reforms.

On the public choice theory it emphasizes changes on culture, value rights and symbols in regards to how people behave at workplace. It is characterized by emphasis of bottom – up attention to demands by users, adherence to strategic human resource management function, great attention to service quality, reflection on user and, securing participation of the management in public service (Nolan, 2001:xxvii). The public choice theory questions the Keynesian welfare state for its failure to provide social welfare to the entire public, and generally exposes the great intrinsic defects of political process. This theory therefore promotes the market for both social welfare and economic prosperity and is seen as vital alternative from government political failure. In this aspect, attention is paid to quality and efficiency service delivery to satisfy users (Self, 1993:56)

As it can be highlighted that, reforms followed series of stages from retrenchment of civil servants to implementation of strategies and strengthening applicability and scope to realize its sustainability by establishment of institutions. These includes changing from civil service to public service, enactment of public service policy, public service Act and their regulations, and establishment of independent public commission. A brief evolution of public service reforms can be summarized from Khalfan (1998) and Kiragu (1999) presentation as follows:

Tanzania public service reforms

Comprehensive reforms of the then civil service began in 1993 after Tanzania had been in economic crisis brought by structural adjustment policies of 1980s. But it can be traced back in 1983 when the first commission headed by Peter Kisumo charged with the tasks to review the role and structure of government. Its suggestion directed in cutting down government expenditures, revenue and performance improvement and enhancement of efficiency. In 1985 the commission to review organization structure of the civil service, pay and reward system was appointed (famously known as Nsekela commission). Much more in 1989 another commission was appointed, the presidential commission of enquiry (PEC) headed by Edwin Mtei that examined public revenue, taxation and expenditure. All these were initiatives directed at reviewing government operations to match with available scarce resources.

Reform started to take root in Tanzania's soil in 1990s when civil servants began to be retrenched. This was enhanced by clear policy strategy of 1993/94 – 1995/1996 where the government pulled out from being economically involved. That is it advocated liberalization and privatization policies, and also called for private sector partnership in social service delivery.

Civil service reform objectives

For the purpose of getting definite direction where reforms to be taken through were to be guided by the following objectives:

1. Review government functions with the intention of identifying core and non-core functions and expose non-core functions for out-sourcing. It also entailed re-organization of government operations for efficiency and effective gains.
2. Limit the size and growth of government employment so that the government gets ability to effect payment for its workers and also provide safety nets for those would be made redundant.
3. Enhance civil servants' quality, capacity, productivity and performance through procedural recruitment, elaborate training, and grading, discipline and promotion systems.
4. Facilitate transfer of authority to local government- decentralization.

The anticipation behind these objectives grounded on the vision of having slimmed, well paid and better performing civil service. The visionary strategies included downsizing and decentralization, also creation of independent agencies and implement retrenchment; enhance administrative systems through personnel management, planning and budgetary

system and management of information system. On recruitment, implied establishment of elaborate procedures to enhance productivity and performance in public service delivery.

Consequences of Reform Implementation.

In 1997 reform objectives began to yield results. From 1992 to 1997 there were 30% reduction in workforce. That is from 355,000 to 270,000 employees were made redundant. Also salaries were increase from 12,000/= in 1992 to 54,000/= in 1994, regional staffing reduced from 700 workers to 80 workers. Further remuneration structure was reviewed and the findings suggestions were to reduce 196-grades of pay structure and 36-different allowances to 45-grades and 7-allowances respectively.

Other consequences were to control employment levels by strict recruitment policies; provide comprehensive guidance and counseling together with training to 11,000 staff; establishment of local government reform team in prime minister's office so as to carry out the agenda for local government reforms; sub-votes were minimized in government budget, and significantly reforms led to shift from input to performance based budgetary. In this context again one can view the emphasis on limiting government growth and paying attention for outsourcing non-core functions.

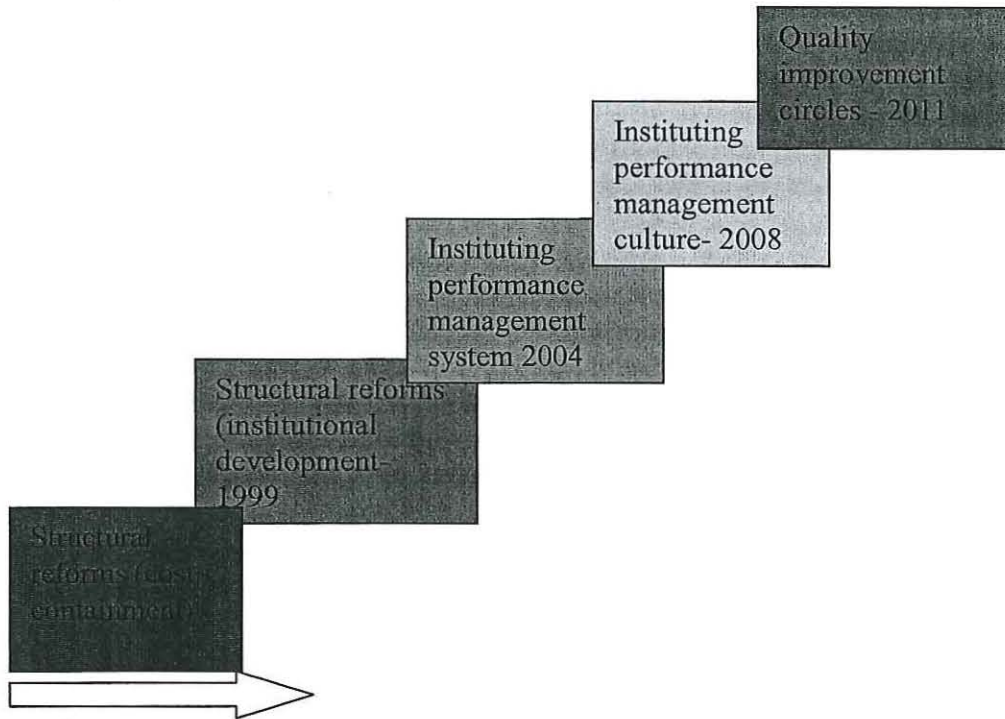
Institutionalization.

Setting of objectives cannot be feasible if strong and elaborative structures are not in place and leadership is irresponsible. In 1995 the government set a framework to call for adaptive leadership, effective coordination and full ownership and participation. Public service reforms were under custodian of the Civil Service Department and the Local Government Department. In this context each Permanent Secretary of every government ministry was empowered to initiate reforms in his/her respective ministry. It means Ministerial Reform Committee (MRC) and Technical Task Groups (TTG) were formed to foster and execute reform process. The chief secretary (president' office) was the overall in-charge who headed the Presidential Implementation Committee (PIC) which comprised of all Permanent Secretaries. To ensure achievement of intended results MRC and TTG worked effectively and closely to inculcate the sense of reform ownership among workers and those would be retrenched (Khalfan, 1998: 54-67 and Kiragu, 1999: 328-345).

If one looks at type and models the way Tanzania public reforms implemented, squarely fit the public choice model though bears elements of agency and market – driven models- (a mix of New Zealand and UK styles). More attention is given to users who define effectiveness, efficiency and quality of service delivered as advocated by employment policy at its inception that 'the public service has been viewed as a liability to tax payers rather than an asset' (TPSMEP, 1999:10) so deliberate changes were to reflect peoples needs- i.e. bottom – up to restore lost public credibility. The emphasis on result-oriented strategy has great bearing on caring and satisfying users as potential standard-setter and evaluators, and its implication on recruitment dwells on hiring suitable candidates capable to deliver at customer's taste. Figure 3 summarizes the phases with each intended strategy.

Figure 3

Tanzania reforms in phases 1999-2011



Source: Mollel, R & G. Yambesi (1998) in Kithinji & Mambo pp 68.

Figure 3 indicates reforms to be undertaken at stage three, instituting performance management, in which recruitment as a threshold gains its significance in bringing people into work competitively with the aim to translate tasks into desired outputs. Creation of tasks and need for qualified personnel enforce recruitment process re-start so as to allocate capable and competent workforce into various jobs in public service to enhance efficiency and service delivery. Since this stage emphasize on performance, which is reached through qualified and skilled personnel, it is better to look at the neo-liberal model as underlining force in allocating suitable candidates from the labour market to accomplish different objectives in public service.

The Neo-liberal model

As it is argued on emulation of public choice model on Tanzania public service reforms, the neo-liberal approach became dominant in government operations including recruitment process. The cornerstone of neo-liberal model is the conception that transparency, competition and deregulated markets become free from state interference, represent the maximum mechanism for economic advancement and is deployed to justify non control over big industries, assault on organized labour, sliming/privatization of

public service, distortion of safety nets and intensification of inter-locality competition (Brenner et al, 2002: 2-3).

As a style of free market economy, neo-liberal model appeared in department of economics in Chicago university-United States in 1970s. It was strongly advanced by Bretton Woods's institutions to anchor market forces and commodification in third world through varied structural adjustment policies and fiscal austerity programs (Peck et al, 2002:33; Brenner et al, 2002:3). In this sense therefore, effective political challenges to the power of capital have been diminished by the reign of belief that social and political problems get solved via market-based mechanism and the rule of law without state interference (Rodan, 2004:4). Generally, neo-liberalism is viewed to propagate democratization and good governance, which have been taken as an international agenda. But to Peck 'the constitution and extension of competitive forces is married with aggressive forms of state downsizing, austerity financing and public service reform' (Peck et al, 2002:34)

The advantage of adopting such a model is that helps to usher in, institutionalize and enforce restructuring of new administration of highly competitive relations. Such that all settlements become tendentially subject to disciplinary force of neo-liberalized spatial relations. Competition bases on individual ability and capital-be it mental or material. This means that through open competitive recruitment you can get best quality workers because people have natural talents and is possible to tap. Also the model advocates for unitary logic of the market by privileging universal cures and one best way strategy of policy making. Not only that, neo-liberal model also base on clear adoption of market logics through justification of efficiency and fairness as metrics of policy evaluation (Peck et al, 2002:34-47). It can further be argued that, the impact of neo-liberal model in public sector is the underlying assumption that private sector is superior to public sector as through open recruitment can transfer its experience into public sector, thus necessitate to adopt the model.

But, reliance on this model is questioned because is short lived and re-directs social services financing to business subsidization as Brendan makes clear when arguing 'the aim of public service reform within neo-liberal agenda has not been to improve the quality of public service. It has been to sharpen them, to open up new markets to transnational companies and to redirect public finance from social services to business subsidies and debt serving' (Martin, 1993:14) for UNDP argues 'market-based approaches to civil service reform tend to focus on short-term cost-containment measures aimed primarily at payment and employment' (UNDP, 1995:54). Not only that, neo-liberal model has also been criticized for being incapable to reduce unemployment due to unmatched growth between labour market and job seekers. This implies that labour market may not grow enough to absorb job seekers. Neo-liberal model may extensively lead to social exclusion in situation like where minority and disadvantaged and those live in remote areas get no equal access to information, service as the result fail to compete even if they poses same qualifications and social equality may not be implemented. In this regards, those who are close to sources benefits more. On top of all these, neo-liberal model advances the task of slimming the public sector in favour of private sector

unnecessarily and hence poverty, inequality and inflation to stabilize macroeconomics variables may not be tenable. The example of Argentina and Peru civil uprising suffice to alert on its implementation and then outcomes (Fernandez jilberto, 2004: 38-62; Giarracca et al, 2004: 68; Brenner et al, 2002: 5).

These controversies suggest that the neo-liberal model cannot be relied upon a hundred percent rather the state should be providing intervention where necessary especially in integration of diverse groups in the country and this adds the importance to study the opened up recruitment system under neo-liberal guidance. But importantly sets parameters into which actors should sail and suffice becoming a reference point in planning sustainable livelihood and social promotion. Leaving the model operate unnoticed may lead to disparity and denial of social and economic rights. Jayasuriya cements on this argument while noticing that, it requires legitimization of social ties between state and the citizenry with regard to policy agenda to facilitate cooperation and participation in the world of work; and cultivation of market or entrepreneurial capacities in social life (Jayasuriya, 2004: 2-3). Since Tanzania formulated reforms into overlapping phases to be fully realized in 2011 (figure 3) one can suggest that is aimed to escape or minimize these controversies and hardships though in course of implementation critics are hardly to avoid. In recruitment process then, one can argue that it should be keenly carried lest breed exclusion and civil uprising due to some people are being disadvantaged because of unintended results. Hindrances to fair, just and open competition must be observed. So how this model feature in attracting candidates in job search?

Recruitment process

The foregoing paragraphs bring us to the analysis that the advent of economic, political and social reforms 1980s-1990s inevitably changed the structure and content (i.e. who should be in) of labour market in Tanzania. In public service, adoption of new employment strategies, techniques and policies were triggered by the notion of improving service delivery, resource management, adherence to ethics and standards for better economic performance and achievements in general. Since Tanzania and other countries that followed socialism policies had centrally managed economies and thus were destabilized by reforms (Nesporova, 1999: 29), one can argue that strategies, policies and significant reforms that followed after, were grounded on these destabilized economy. Reforms called the attention of transparency, softened procedures and involvement of other stakeholders' experience and participation like private sector in service delivery.

Public service recruitment in Tanzania as already observed in chapter one has been decentralized through the public service Act 2002 and its regulation 2003 to different employment authorities in ministries and independent departments and is in detailed articulated by a booklet providing guidelines on each step and the responsible institution until the individual get employed. Permanent Secretaries of each ministry and Chief Executives of independent department have authorities in relation to appointment, confirmation and promotion of public servant except those falls under presidential appointment (URT, PS-REGU 2003:76; Daily News, 10/8/2006).

When vacant posts occurs, the Permanent Secretary or chief executive of the department has to channel the notice to Permanent Secretary establishment who in turn forwards the matter to Chief Secretary with recommendation on whether the post can be filled by new appointment, promotion or transfer (figure 4) from within or outside the office where the post became vacant and; public advertisement should be made to attract candidates. Selection of candidates should base on merits, open competition, non-discrimination based on gender and disability objectively directed to attain right candidates. But in all this the appointing authority is required to pay attention to efficiency of the service, and female employability in to public service is prioritized (URT, PS-REGU 2003: 76-79).

Figure. 4

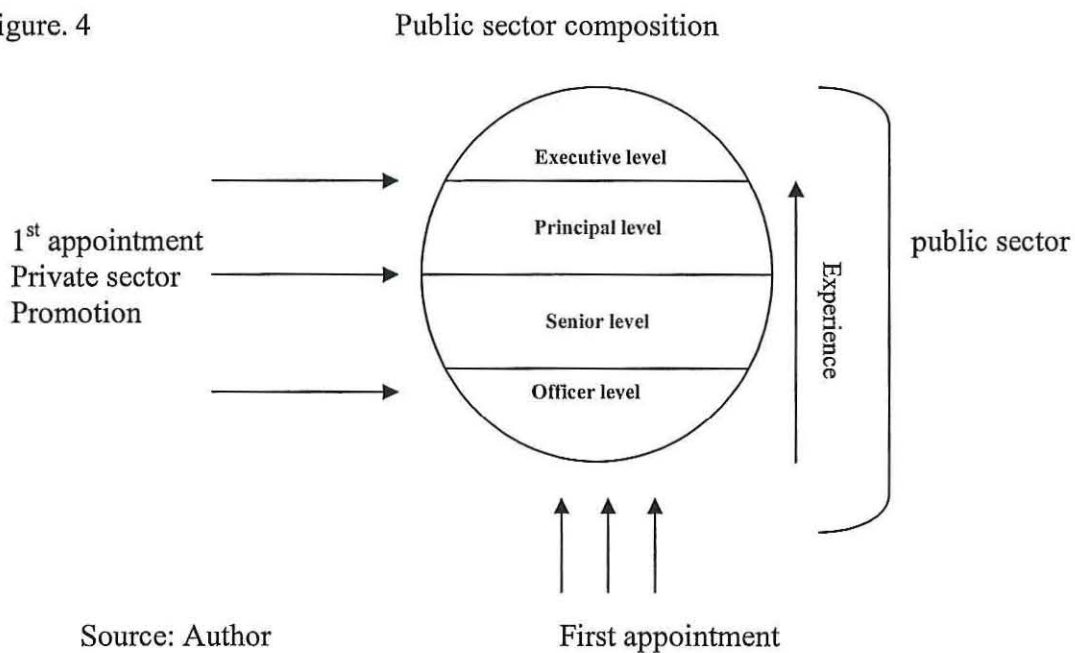


Figure 4 indicates that people have joined the public service (horizontal arrows) by either promotion through recategorization, coming from private sector, or first appointment to various grades e.g. From officer grade to chief executive. Also there people who are newly recruited (the vertical arrows) and expect to progress through various grades to chief executive level. In all this they tap experiences (the single vertical arrow outside circle), which they can utilize later in other organizations while working or after retirement. Initiatives to professionalise the public service, deliberate decision to improve women employability, improving in good working facilities and conditions with improved salaries act as impetus pushing people seek recruitment in public service (Mambo, 2006: interview-25/7/2005). Another apparent reason can be associated by the act that during reform implementation in1993-1997 the government stopped recruiting as fulfillment of reform's objectives of limiting the size and growth of government employment as the result when recruitment resumed many people needed recruitment in public service because is only reliable employer.

If one looks at recruitment process can observe that various qualities are needed to fill the vacant posts. Scheme of services are essential instruments guiding qualities. They indicate different range of possibilities for individuals to get recruited such as, job experiences, education level and the rank at which the candidate might have reached capable to take that job. For example the Tanzania bureau of standards advertised the post of finance and administration manager requiring 8 years experience in senior management level while for director of regulatory required 10 years including 5 years in managerial level (Daily News, 10/8/2006; Majira, 30/8/2006). With regard to this research, these are crucial elements in determining whether the public service composition changed by incorporating people from private sector since 2002 when the public service Act became operational.

Attracting candidates

While referring to neo-liberal model and its consequences on recruitment, this research values the process of attracting candidates as important crossroad to changes in public sector composition (Armstrong, 2006:414). Since recruitment has been so important, attracting candidates reiterate keen analysis of processes in figure 1 together with preparing advertisements and short-listing of the individuals. Attraction of candidates can be looked at bi-relationships; one being when the firm trying to attract candidates and two when the candidate chooses the firm. Thus decision on which methods to be used in attracting candidates determines whom could be reached as the result may exclude others and hamper fair and just implementation. In other words may act as pre-screening of candidates before actual process of recruitment (Searle, 2003:5).

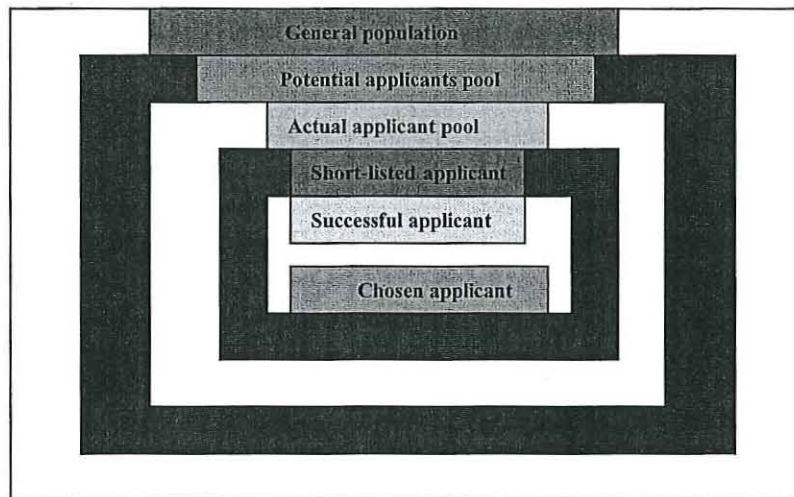
Advertisement is the significant threshold towards getting new arrivals and is the most frequently used method of attracting candidates. Change of composition depends on how you attract candidates. As a matter of fact, recruitment objectives are geared to obtain at reduced cost such suitable candidate(s) depending on human resource needs of the organization. In relation to this, Armstrong outlines three stages during recruitment process. Defining requirements i.e. preparation of job descriptions and specification; attracting candidates i.e. 'reviewing and evaluating alternative sources of applicants inside and outside the organization, and advertising' and; selecting candidates which is sifting applications, interviewing and assessing candidates (Armstrong, 2006: 409). In other words, these are key determinants in having composition changed. But it is argued that advertising is effective if reaches targeted population because people might be reading job adverts but not looking for jobs (Cooper et al, 2003: 82). To avoid all this, in Tanzania public service job vacancies are advertised in three different news papers for three times. Although it looks like good idea one can argue that contents of those job adverts are significant determinants in attracting candidates successfully.

On selection of candidates, for purposes of escaping biases, discrimination and unnecessary nepotism, Armstrong reiterates on selection board because includes various stakeholders who through comparing notes, may arrive at concrete decisions (Armstrong, 2006:430). Similarly there are established in each Tanzania public service office employment boards or ad-hoc committees, which have representative from the public

service commission to conduct interview and select candidates for offices they belong (URT, PS REGU 2003: 77&113). The board/committee base its selection on merit through open competition (URT, PS REGU 2003:78). Thus advertisement and selection in this research are regarded as one tool within a coherent human resource strategy (Searle, 2003: 6) and significant thresholds for bringing into public service candidates from private sector obtained from potential pool of candidates in labour market, see Figure 5. According to recruitment guidelines, three applicants are short-listed for every one post. This means for example that for 200 graduates taken as sample in this research for the year 2003-2005, there were 600 graduates short-listed from which 200 graduates were recruited. It is better now to establish how this potential pool of graduate candidates is generated in labour market.

Figure 5.

Population model



Source: Searle, 2003: 16

Supply of candidates

Following the implementation of higher education policy, the number of private and public universities and enrolment has been increasing (Table 1) while the labour market remained growing at low pace and difficult to tap rapid growing pool of job-seekers. Labour force is increasingly becoming abundant in the market suggesting high competition for meager vacancies that could be available in public or private sector. Since public service is now open, one may predict how struggles should be waged to get in following assured security of tenure and stable employment environment, attractive salaries and working facilities. Not only that, unmatching of economic growth and labour market may lead to informalisation i.e industrial sector grows relatively lower enough to absorb the faster growing labour market (Betcherman, 2002:29) Although it is not clearly known where should they go after graduation, Table 1 below shows how graduates enrolment has yearly been increasing in both public and private universities, thus this imply qualified personnel flood the labour market, and Table 2 indicate how higher education is diversified along ministries addressing a variety of qualities.

Out of eight ministries that run higher learning institutions (Table2), it is only the ministry of science technology and higher educations and the ministry of works runs three science universities, SUA, MUCHS, UDSM and DIT respectively. In this light therefore arts graduates are likely to flood the labour market.

Table 1: Enrolment in private and public universities 2000/2001-2004/2005

	2001/01	2001/02	2002/03	2003/04	2004/05	TOTAL
SAUT	136	244	244	212	379	1215
KCMC	31	38	79	100	69	317
MAKUMIRA COLLEGE	24	37	35	53	52	201
IRINGA	85	68	185	195	299	832
DSM COLLEGE				88	175	263
ZANZIBAR UNIVERSITY	126	140	175	90	138	669
UDSM	1953	2295	3295	3262	4068	14869
MUCHS	232	317	337	359	325	1570
UCLAS	225	240	252	284	295	1296
SUA	774	870	-	718	768	3130
OUT	1757	498	1557	2657	3796	10265
MU	515	511	511	790	945	3272
STATE UNIVERSITY OF ZANZIBAR			53	97	111	261
MOSHI UNIV	61	56	196	338	410	1061
TOTAL	5919	5314	6919	9243	11830	39225

Source: ministry of science technology and higher education in www.mssthe.go.tz

Table 2 Higher education provision in Tanzania

	Name of ministry	Total number of colleges/universities owned and funded by ministry
1	Ministry of industry and trade	1
2	Public service management	1
3	Ministry of finance	3
4	Ministry of works	1
5	Ministry of social welfare	1
6	Ministry of labour	1
7	Ministry of cooperatives	1
8	Ministry of science technology and higher education	8
9	Non government sector	6

Source: ministry of science, technology and higher education in Galabawa et al 2001 pp17

Status of graduate unemployment in Tanzania

As already noted on impact of globalization particularly on economic liberalization, privatization and outsourcing of non-core functions, changed also the demand for university graduates; from which unemployment may be established although there is no evidence on the extent between different degrees of specialization.

In 1998 the faculty of engineering and of commerce and management did tracer studies to establish the extent of unemployment for graduates in their respective faculties who graduated in 1995 and 1981-1996 respectively. The studies revealed no unemployment among graduates in engineering though takes long time to get employed. On faculty of commerce and management revealed that out of 331 graduates sampled, 83% were employed, 12% were unemployed (Mkude et al, 2003:25). The reasons attributed to graduate unemployment include inadequate planning, undeveloped private sector and unmatched growth between graduates and employment market (URT, 1996:9.6). Table 1 indicates high enrolment to universities and it is very likely that economic growth has not grown enough to absorb all graduates; it is on this position argued that graduates unemployment problem is high.

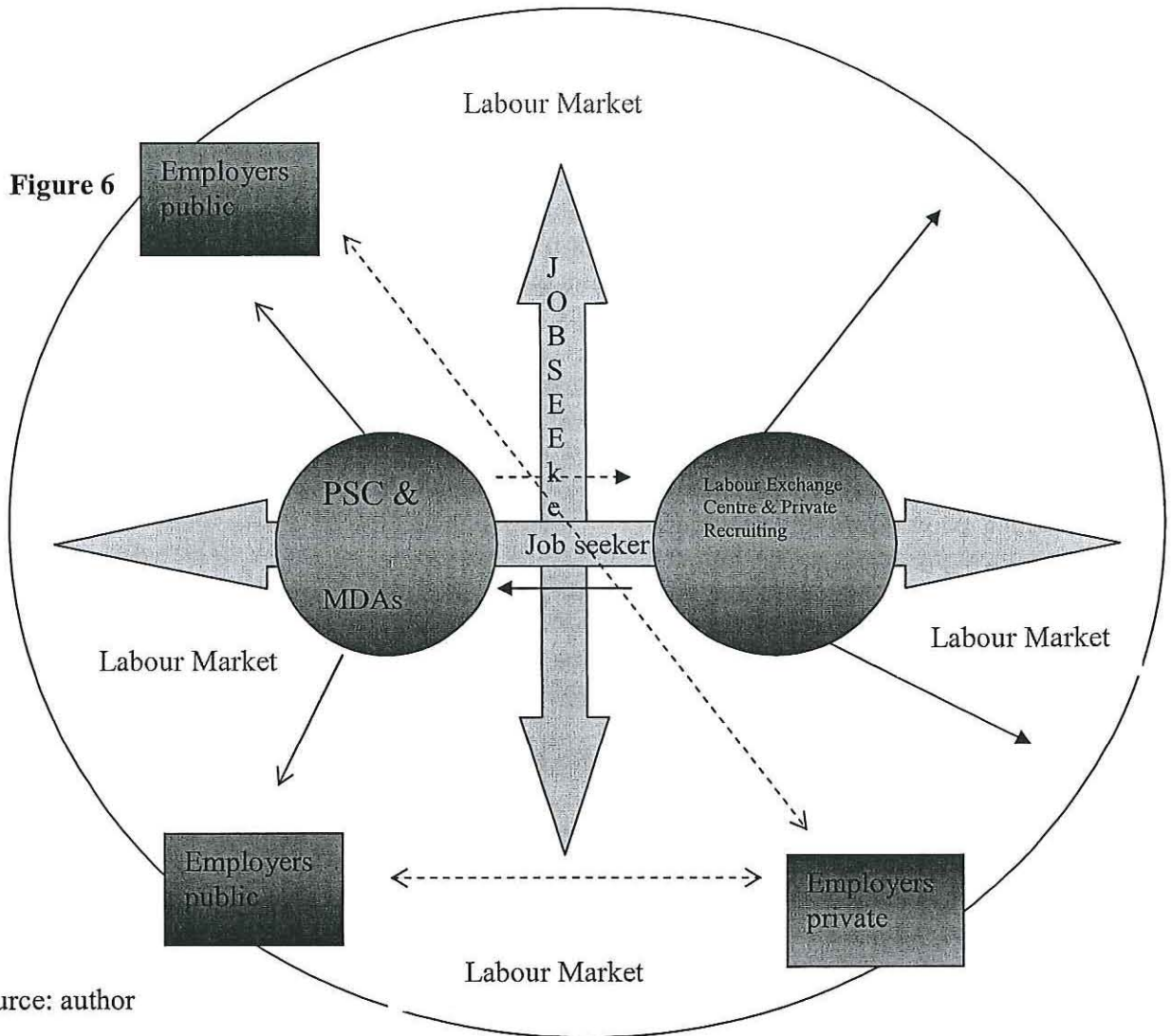
From the foregoing discussion one can argue that, the process of attracting candidates is an important ingredient in recruitment process particularly when trying to assess if the process allows people move from private to public sector. But it should also be noted that attracting candidates under neo-liberal model should be keenly undertaken to avoid unintended results such as exclusion and disparity. Table 1 suggests that the Tanzania labour market has potential human resource that need to be deployed, and by opening up of the public service many applicants show up to fill the vacant post, the act for sure poses challenges also for employees who are in offices where vacancies occurs especially for those would like to apply. With all these, this research has the purpose of establishing what happens on ground- i.e. the demand side.

Tanzania labour market analysis for both public and private sector

In summary Figure 6 shows two unrelated recruiting institutions; labour exchange center in one hand and public service commission-PSC and ministries, independent departments and agencies-MDAs on the other can tap potential candidates from labour market. The dotted line from PSC and MDA to labour exchange center denotes that no person can be recruited in public service to work in private sector. In opposite, labour exchange center can recruit for some MDAs and is indicated by the clear line from labour exchange center to PSC and MDAs. The dotted line further shows inexistence of relationships between public and private employers by themselves or through job seeker. The big cross **marked job seeker** indicates that a job seeker can either use both public and private source to secure job and can be recruited in both private and public without been negatively affected- horizontal arrow or never use them at all- the up-right arrow. Also by arrows pointing to the labour market on both labour exchange center and PSC and MDAs denotes both depend on labour market to obtain suitable candidates, which has potential pool of applicants as in figure 4 above.

Tanzania labour market analysis

Figure 6



Source: author

The chapter that follows assesses whether recruitment under neo-liberal model as discussed in this chapter has allowed people entry from private sector. The analysis is in terms of gender, age, education, private sector experiences and origin of birth.

CHAPTER FOUR

DATA PRESENTATION AND ANALYSIS.

Based on the analysis of the Tanzania recruitment process and the enhanced flexible labour mobility through open competitive recruitment system (chapter 2& 3), the research now seeks to establish whether the public service composition has changed following changes to recruitment procedures in 2002.

In this analysis, the chi-square test is used to test whether data collected are statistically significant. The researcher has chosen this statistic for its usefulness in comparing two samples: the research either accepts the Null Hypothesis arguing that **there is no statistically significant change in the population i.e.** the advent of open competitive recruitment has not brought changes after the reforms in 2002; **or** rejecting it by accepting the alternative hypothesis, which claims that **there is change in the population**, i.e more competitive recruitment and has brought changes since the Public Service Act and associated regulations became operational. Also cross-tabulation for gender, age, education and private sector experience has been used to test the relationships between variables for purposes of analysis. Decisions on statistical significance are based on 95% probability (Utts, 2005:247-254; Downie et al, 1965:160-172; Meuffels, 1992: 86). (NOTE: in every case, Table A. is for Observed frequencies and Table B for Expected frequencies).

Table 3A: Public service recruitment by gender 2000-2002 and 2003-2005

Year	Male	Female	Total
2000-2002	147	53	200
2003-2005	140	60	200
Total	287	113	400

Source: Public Service Commission

The data indicates narrow increase in female recruitment into public service since 2003 despite legislations and guidelines priorities on female being highly recruited into public service (URT, TPS-REG, 2003: 17). A PSC progress report-2004/2005, indicate that there are 98,828 female employed in public service out of 304,054 employees (URT, PSC-Report 2004/2005:15). Thus there is a need to improve their employability. The test of statistical significance and relationships for these two time frames 2000-2002 and 2003-2005 will be as follows. The test of significance is at 0.05 and the degree of freedom (df) in this case is 1 (2-1)(2-1) i.e. (Number of rows minus one) x (number of columns minus one).

Table 3B public service recruitment by gender 2000-2002 and 2003-2005

Expected values

Year	male	female	total
2000-2002	143.5	56.5	200
2002-2005	143.5	56.5	200
Total	287	113	400

3.5	-3.5	12.25	0.085366
-3.5	3.5	12.25	0.085366
		12.25	0.216814
		12.25	0.216814
		Chi-square value is	0.60436

Thus, the value of df 1 at 0.05 is 3.841. Therefore, since the chi-square statistic of 0.604 is less than 3.841, the research concludes that there is not statistically significant evidence to convince that there has been change and thus the null hypothesis is accepted that the gender proportions are not changing, i.e. differences in the population just happened by chance and reform policies seem to have failed to change the gender composition.

If one looks at table 3A may hurriedly conclude that public service reforms have brought changes into public sector recruitment by gender because there is change. But, the in-depth analysis could otherwise indicate slow pace in transformation, as said before, that female recruitment has shown statistically insignificant increase. This is to say the slight increase in recruitment, is not because of reforms, it might be due to other factors such as education level; diploma inflation, or the type of job is more male gendered. It means that, failure to compete because of inadequate qualification can be translated into zero sum or positive outcome, with winners taking what the losers have had to give up (Auer et al, 2006:5). On the other side of the coin one can argue that female enrolment to higher education is imbalanced towards men. Then if it comes to competition the numbers of female graduates who show up are very small. Table 4 shows cross-tabulation on gender and education to analyze which gender gets access into public service.

Education qualifications were grouped into two groups for use in chi-squared analysis to give minimum of five observations in each cell. Group-1 is for Administrative, which include BA, ADPA, MGT, BA ED i.e. arts, administration, human resource, sociology, management, and development studies, and group 2-, includes Laws, Accountancy, engineering and science such as BSC ED, BSC-ENG and LLB studies.

Table 4: Cross-Tabulation on gender and education

Gender	Education			
	Administrative		Science, laws & accounts	
	2000-2002	2003-2005	2000-2002	2003-2005
Males	134 =(72%)	81=(70%)	12 =(80%)	61 =(72%)
Females	51=(28%)	34 =(30%)	3 =(20%)	24 =(28%)
Total	185 =(100%)	115 =(100%)	15 =(100%)	85 =(100%)

Table 4 indicates that males still occupy large proportions in public service before and after reforms in 2002 though decreasing as time goes on. For example in 2000-2002 those with administrative studies were 72% but in 2003-2005 dropped to 70%, those with

science were 80% in 2000-2002 but in 2003-2005 were 72%. This is statistically insignificant but suggests movement away from more administrative qualifications has not damaged female recruitment.

Table 5A: Age distribution in public sector for years 2000-2002 and 2003-2005.

Age group	Year 2000-2002	Year 2003-2005	Total
20-25	94	60	154
26-30	101	108	209
31+	5	32	37
Total	200	200	400

Source: Public Service Commission,

In both time frames i.e. 2000-2002 and 2003-2005 the data indicates that, young officials aging 26-30 years still dominate public service recruitment. But after 2002, people aged 31 years and above are being more frequently recruited in pursuit of open competitive recruitment to different positions in the public service. Statistical analysis suggests that:

Table 5B: Age distribution in public service 2000-2002 and 2003-2005

$df=(3-1)(2-1)=2$

Expected values

2000-2002	2002-2005	Total	
77	77	154	
104.5	104.5	209	
18.5	18.5	37	
200	200	400	3.753247
			0.117225
			9.851351
			3.753247
			0.117225
	2000-2002	2002-2005	9.851351
O-E	17	-17	27.44365
	-3.5	3.5	
	-13.5	13.5	

THUS CHI-SQUARE IS 27.44365

The chi-square value is 27.444, The value of $df=2$ at $0.05=5.99$, thus there is indication to show relationships in the population because chi-square value is bigger than 5.99 at significance level of 0.05, i.e. relationship is not merely chance, the researcher accepts the alternative hypothesis, that reforms has influenced changes in public service age composition.

Statistics indicate older people are being recruited denoting that reforms have created avenues for tapping people's talents of either age. This can be associated with the reason that recruitment has become more flexible to allow matching of education and experiences with job qualification/requirement needed by public service provided that

applicant's age should not be below eighteen and beyond sixty years (Collier et al, 1996 111; URT, PS REGU 2003: 82-83). The data above do further convince that in the future the public service might change to include also a great range of older people because the sample population of 32 in the table equals 16% of all recruited graduates, which denote significant change. Cross-tabulation on age and education table 6 tells more on this

Table 6
Cross-Tabulation on age and education

Age	Education			
	Administration		Science, laws & accounts	
	2000-2002	2003-2005	2000-2002	2003-2005
20-25	88=(48%)	35 =(30%)	5 =(33%)	25 =(29%)
26-30	92=(50%)	75 =(65%)	10 =(67%)	33 =(39%)
31+	5 =(2%)	5 =(5%)	0 =(0%)	27 =(32%)
Total	185=(100%)	115 =(100%)	15 =(100%)	85 =(100%)

The highly significant increase in recruitment for graduates who are above 31-years is associated with shift in qualifications, those over 31 with administrative studies qualifications were 2% but rose in 2003-2005 to 5%, meanwhile those with science, laws and accounts were 0% in 2000-2002 but 32% in 2003-2005. Despite this, female recruitment by age has seen a drop in proportion of older women, see Table 7.

Table 7: Cross-Tabulation on gender and age

Gender	Age					
	20-25		26-30		31+	
	2000-2005	2003-2005	2000-2002	2003-2005	2000-2002	2003-2005
Males	63 =(67%)	41=(68%)	81=(80%)	76=(70%)	3=(60%)	25=(78%)
Females	31=(33%)	19=(32%)	20=(20%)	32=(30%)	2=(40%)	7=(22%)
Total	94=(100%)	60=(100%)	101=(100%)	108=(100%)	5=(100%)	32=(100%)

C. Education.

The data specifically on education indicate that there is substantial increase in recruiting highly educated people with administrative background into public service than those with laws, accounts and science. Likewise the number of employee with law, science and accounts qualifications in 2000-2002 show increase if compared to 2003-2005. It indicates that opening up of recruitment widens chances for more non-administrative people seek public employment.

Table- 8A
Education profile into public sector recruitment 2000-2002 and 2003-2005

Degree category	Year2000-2002	Year 2003-2005	Total
Administrative	185	115	300
Laws, science, accounts	15	85	100
Total	200	200	400

Source: Public Service Commission

Now analyzing it statistically will be as follows. ($df=(2-1)(2-1)=1$)

Table 8B: Education profile into public sector recruitment
2000-2002 and 2003-2005

	2000- 2002	2002- 2005	Total
Expected	150	150	300
	50	50	100
Total	200	200	400
O-E	35	-35	8.166667
	-35	35	24.5
			8.166667
			24.5
			CHI-SQUARE VALUE IS 65.33333

Chi-square value is 65.333, and the value of df 1 at 0.05 is 3.84, then one may conclude that recruitment patterns really have changed and hence reject the null hypothesis. In this case, the researcher accepts the alternative hypothesis supporting the conviction that reforms have impact in education profile of the public service composition.

The data shows that graduates with administrative degrees are still highly recruited compared to those with science, accounts and laws (Table 8A). The reason behind can be associated with enrolment at both public and private universities. But some times as argued it depends on type of job advertised, although some have been changing (Mapunda, 2006: interview), and the age of graduates that dominate in public service is 26-30 years with administrative studies who are 65% in 2003-2005 (Table 6). Gender wise, male still have high education level compared to females in both time periods. For example (table 4) female percentage has not been above 30% while men percentage has not been below 70%.

Table 9: Cross-Tabulation on education and private sector experiences

Education	Private sector experiences	
	2000-2002	2003-2005
Administrative	6 =(67%)	39=(55%)
Science, laws &accounts	3 =(33%)	32=(45%)
Total	9=(100%)	71=(100%)

Table 9 indicates those with science, laws and accounts with private sector experience were 33% and 45% in 2000-2002 and 2003-2005 respectively. In this light one can argue that the shift to science and technology has been associated with increasing private sector employment.

D. Private sector experience

Table 10A: Public servants with private sector experience 2000-2002 and 2002-2005

Years of experience	Year 2000-2002	Year 2003-2005	Total
0	191	131	322
1-3	5	48	53
4+	4	21	25
Total	200	200	400

Source: Public Service Commission

This information elucidates that recruitment in public service is still dominated by private sector inexperienced people, but there are significant indication that the public sector is taking people from private sector, as changes are noticeable. In 2003-2005 the number of people from private sector increased suggesting relationships to adopted public service reforms, which made people move through competitive recruitment. In statistical terms this will be analyzed as follows, ($df=(3-1)(2-1)=2$).

Table 10B: Recruited public servants with private sector experience 2000-2002 and 2003-2005

df is $(3-1)(2-1)=2$

Expected	2000-2002	2002-2005	TOTAL
0	161	161	322
1_3	26.5	26.5	53
4+	12.5	12.5	25
Total	200	200	400
O-E	30	-30	5.590062
	-21.5	21.5	17.4434
	-8.5	8.5	5.78
			5.590062
			17.4434
			5.78
THUS CHI-SQUARE VALUE IS			57.62692

The chi-square value is 57.627; the value of df 2 at 0.05 is 5.99. Since chi-square value is bigger than value of df 2 at 0.05, this research concludes that there are enough evidence to convince that relationships are real and there statistical significance in population relationships and hence accept the alternative hypothesis that reforms have positive impact on public sector composition since more people have moved in from private sector.

In this regard one can argue that a private sector experience is among key determinants to change the public service in conformity to reforms. Though the data promises, yet one can argue that it's not yet a fundamental change as 191 and 131 graduates recruited in

2000-2002 and 2003-2005 respectively happened to have no experience; but the next group that has one to three years' experience which is equivalent to 24% and those with four years and above are 10.5% of total graduates employed in 2003-2005 cannot be underestimated.

Table 11
Cross-Tabulation on gender and private sector experiences

Gender	Private sector experiences	
	2000-2002	2003-2005
Males	8 =(89%)	37=(62%)
Females	1=(11%)	23=(38%)
Total	9=(100%)	60=(100%)

Table 11 indicates that changes towards private sector recruitment have favoured women's employment. Women show improvement to 38% from 11% while men drop from 89% to 62% in 2000-2002 and 2003-2005 respectively. This indicates that more females have been recruited from private sector relatively to men as men's share decreases at the expense of females. Table 12 shows those with administrative studies appear to be falling in proportion with growth in private sector experience.

Wider experience indicates that it's still rare for a person who had worked for many years in private sector to seek employment in public sector. Most come in at early ages 25-30 and get off at 50, 55 or 60 and join the private sector with great public service experience and reputation that is highly needed by say NGOs (Ndagula, 2006: interview). So based on these small population from private sector, it is difficulty to draw conclusions on public service changes. But it can be noted that in these data may include in several people with high private sector experience more than four years taking up important appointments in the public service.

Table 12
Cross-Tabulation on age and private sector experiences

Age	Private sector experiences	
	2000-2002	2003-2005
20-25	2=(22%)	9 =(13%)
26-30	6=(67%)	36 =(52%)
31+	1=(11%)	24 =(35%)
Total	9=(100%)	69= (100%)

E. Regions of birth

The United Republic of Tanzania has 26 regions. For the sake of this research they are arranged into three groups as cities, municipals and towns for possible analysis. This operationalisation does not conform to actual definition stipulated by local government authorities' laws of Tanzania. Grouping based on level of infrastructural development e.g. transport facilities, access to Internet, radio, newspapers etc and remoteness from Dar es Salaam.

Table 13A: Distribution of place of birth of people recruited in public service 2000-2002 and 2002-2005

Years	Cities	Municipals	Towns	Total
2000-2002	149	26	25	200
2002-2005	150	34	16	200
Total	299	60	41	400

Source: public service commission

This data suggest that people from well developed (cities) and close to centers (municipals) have great access to recruitment than those in remote (towns) areas. In other words, urbanized towns get access to public recruitment than villages. This data do indicate significant change drop in 2003-2005 for Towns from 25 to 16 while municipals slightly improve from 16 to 34. Therefore one can argue that reforms has not given more opportunities to job seekers in towns and villages who live in least developed areas compared to cities and municipals. So statistical analysis will be as follows.

Table 13B distribution of place of birth of people recruited in public service 2000-2002 and 2003-2005

Expected	cities	municipals	towns	total	
2000-2002	149.5	30	20.5	200	
2002-2005	149.5	30	20.5	200	
Total	299	60	41	400	
O-E	-0.5	-4	4.5		0.001672
	0.5	4	-4.5		0.001672
					0.533333
					0.533333
					0.987805
					0.987805
					CHI SQUARE IS= 3.045621

The $df = (3-1)(2-1) = 2$ and the chi-squared statistic value at 0.05 is 5.991. Thus, since the value of chi-square 3.046 is less than value of df 2 at 0.05 i.e. 5.991, the researcher concludes that there is not enough evidence convincing on existing relationships so it is more likely that this relationship just happened by chance, thus this research accepts the null hypothesis, that reform policies seem to have not positively impacted on origin of birth.

The data indicate continuing difficulties for graduates from remote and least endowed regions to get recruited into public service. Based on the PO-PSM-Report-2004, non-adherence to recruitment procedures one can associate to contributory factor. The report reveals recruitment to be taken non-competitively and covertly mixed with poor record keeping and lack of documentation on decision reached. Not only that, recruitment process is very long as has about 22 stages for the individual to get recruited, and it takes the average of 2.7 months to have an employment permit approved (URT, PO-PSM-Report-2004: 40- 41). With equal weight, country geography i.e. communication net

work such as telephones, roadways, transport facilities and remoteness from regional centers inhibits equal access to public service recruitment. This can motivate employers to look for a short cut as the result those who are very far cannot enjoy the little cake, and hence become impossible for fair applicants' representation by region distribution. But there is unjustified proposition that people from remote areas do use address of their relatives and friends living in cities for easy access and correspondences. But the doubt is how many people could do this?

Qualitative data

In complementary to statistical findings, the researcher administered semi-structured interviews for five questions. These findings help strengthening what is seen through statistics and posit real taste of recruitment on the grounds. As explained above chapter 1, questions were asked one by one, discussed and response recorded. Appendix 2 summarizes the findings.

Question 1. What roles have human resource planning play in flexible labour market? One respondent indicated the challenges facing HRO in locating appropriate qualification and suitable candidate to take up the jobs. But two respondents admitted that currently there are replete and qualified applicants, competition is high and selection complex. If one looks at these observation can argue that changing of the public service to embrace qualified personnel is on the move and its operation might be delivered in a professional way as has began to incorporate graduates from private sector table 9. Since the majorities are youngsters aged 26-30 years (table 12) with private sector experiences as argued, then deliberate move should be taken to enhance and integrate their private sector professionalism to improve performance in public service delivery. This is because knowledgeable, skilled and qualified personnel are good clients of active employment policies, but conversely, one can argue that public service reforms has created a risk of exclusion among those who lack that skill, knowledge of qualification. For those aged 20-25 years who have less private sector experiences should be deliberately helped through on job training and other induction courses to strengthen their efficiency in public service provision.

Question 2. What are the strength and weaknesses of opening up of employment to competitive labour market? Three respondents explained that the system is unsuitable for security organs because may bring in criminals since applicants screening is not serious, and no proper records on names and reasons for those dismissed from elsewhere and is prone to forgeries. But two respondents argued that opening up has made public service unstable because it allows mobility without restriction although no data were accessed on real employment turnover. They argued that a person may today be recruited here and tomorrow there within public service and next day be in private sector and back again to public sector. But one respondent again argued that it could breed corruption since supervisor and subordinate sit together and decide on tasks to be accomplished. The system has also demoralized long-service employees as career development is now limited. Conversely, seven respondents noted that the system is good and encourages people to apply especially those with qualifications, limits lobbying, reduces bureaucracies and conservatism; raise commitment and removes biasness. Together with

hindrances explained earlier, these weaknesses might be associated with statistical incongruence on gender composition and place of origin of graduates seeking recruitment in public service for not significantly changed-table 3B and 13B. Despite of these disclosed weaknesses one can argue that need arises to address the problems for sustainable and professional public service. Things like bribes, unrestricted mobility can be contained.

Question 3. Do you think the current result- oriented style of management is suitable for Tanzania public service? Ten respondents concluded that the system is not suitable because the economy has not been developed enough to support and make it sustainable. Resources in both money and equipments such as vehicles and working tools to accomplish different tasks are adequately lacking. On the other side, public servants have not been adequately prepared to accept and implement it. Training on the system has been anecdotally done and very short. This suggests that the changes presented above cannot be helmed in scarce resources and thus need abrasive macroeconomic strategies lest the system become rickety. It will be an error to leave such a system collapse while incremental imitation from New Zealand and United Kingdom (chapter 2) can be implemented. Thus, better to take case-by-case implementation based on resource base than in whole sum. In connection to quantitative findings one can argue that costs involved in recruitment hinders clear implementation and public service composition change due inability to attract suitable candidates from all over the country-table 13A and B because the oldest mode of attracting candidates has for decades remained advertising in news papers, for which their circulation is not determinable.

Question 4. Does this style of management provide equal opportunities for Tanzanian's to participate? Most respondents expressed doubts for people from remote area-in land villages if can get access of enjoyment the same as urban dwellers. Eight respondents were concerned with mode of advertisements. They concluded that newspapers do not and some times reach very late in villages. Radio and TV broadcasting is also restrictive and poor; and the whole exercise is costly. This complements statistical observation in table 13A. On the other side the system seem to provide equal chances of participation particularly for the qualified. If one looks at the statistics (table. 13A) together with these responses may conclude that the system favours most urbanized dwellers and provides little chance for least urban dwellers-villages. On gender perspectives-table 3A, calls the attention to improve female employability into public service since their proportions is not statistical significant. Thus need strategies to reverse the vice generally.

Question 5. What are your suggestions with regards to this new model of management? All respondents called the attention and reiterated on resources (as in question 3 above) availability to sustain the model. But it was also stressed that it is not practical at the moment for Tanzania start implementing such model of management and suggested to have enough time before indulging into its full-fledged implementation. Apart from all this, two respondents made a strong argument that the current procedures has little to do with bringing new people from private sector because all appointments, recruitments and promotions are made in conformity to Scheme of Service of the MDAs together with pursuit of Public Service Act and Regulations of 2002 and 2003 respectively. These

documents stipulate certain qualifications that require high experiences of the job, Most advertisement requires experience of the job that people from private sector lack (Majira, 30/8/2006; Daily news, 28/8/2006;), e.g working for that particular post or similar post for say ten years which is actually stated in scheme of service (URT, PS REGU 2003: 82). In other words regulations prohibit advertisement of jobs that are not in ministry/independent department's approved scheme of service. This means that one necessity of recruitment is adherence of the scheme of service. But if one looks at table 12 can discover that apart from this limitations, graduates with private sector experience has been recruited into public service. In exception of older graduates above 31years who show increase from 11% to 35% in 2000-2002 and 2003-2005 respectively, those aged 20-25 and 26-30 has been decreasing by 22% to 13% and from 67% to 52% in 2000-2002 and 2003-2005 respectively. This suggests that graduates of above 31years with private sector experiences will in future dominate the public service. But professional wise, the public sector will hardly change due to new arrivals from private sector because working in public service is steered, controlled and regulated by inflexible Code of Conduct and Ethics-2005, Public Service Act 2002 and Regulations 2003; and Service Schemes of each MDAs which necessitate employees adapt to new kind of behaviors and mannerism as opposed to private sector experience and operations. With regard to this argument, it should be emphasized that the decision to incorporate people from private sector was to gradually change the composition of the public sector and there after introduce private sector experiences into public service.

In general if one looks at statistical information and how people views the system can argue that, though promising, it will take long time to realize its potential as currently the system is unevenly implanted, implemented and has not given equal opportunities. The system still suffers lots of weaknesses compared to its advantages so far. If the economy is not improved and resources made available together with regulation clauses in scheme of services not amended it is a nightmare to implement such a model and make it sustainable.

The following chapter assesses whether this research has answered its research question and further provides recommendations to address the observed hindrances to full realization of private sector incorporation into public service.



CHAPTER FIVE

CONCLUDING REMARKS

The foregoing chapters has analyzed whether the Tanzania public service reforms have changed the structure and content (i.e. who should be in) of recruitment. Adoption of new employment strategies, techniques and policies were triggered by the notion of improving service delivery, resource management, adherence to ethics and standards for better economic performance and achievements in general. Recruitment procedures as a threshold process targeted at more suitable candidates were changed to affect all this. The research has observed that significant reforms in recruitment are needed now to improve public service performance and stabilize the economy at large. Since recruitment reforms intended to soften procedures and involvement of other stakeholders' experience and participation like private sector in service delivery, this overview takes the researcher back to research question set out earlier in chapter one if then have been addressed by this research.

Which individuals get employed and why then get employed in Tanzania public service is still debatable. The background information and justification to this paper has in detail explained the possibilities of people from private sector secure employment into public sector through open and competitive recruitment process. Data presented from Tanzania show that there have been people moving from private to public sector (table 10A). Despite this being only a minority of people who move, public service reforms are argued to have reduced boundaries betwixt public and private sector. Although public sector has begun to change through competitive recruitment, interview data suggests there are hindrances to its full realization based on procedures, social and economic factors. Together with those explained during interviews and of the PSC report 2004/2005 disclosed weaknesses such as short-listing of unqualified people, conducting interview to people who did not apply for the job, making appointments of people who neither applied nor interviewed which could hamper its effectiveness and eventually diminish the potential of more open recruitment procedures.

Looking again at the statistics and the challenges upon recruitment, one can conclude that it has made a start. In the future it could change further if difficulties and weaknesses in recruitment are properly addressed. It is only in this way that more people from private sector will be brought into public service. The most crucial issue is of attracting candidates according to interviews. But the whole process of competitive recruitment into public service still is controlled by instruments and institutions such as laws, regulations code of ethics, service scheme, scheme of service and employment committees. The Tanzania public service could not greatly change its composition to become like that of New Zealand or a private-like organization as it is in New Zealand, or allow people mobility across these two sectors as unrestricted as it is in United Kingdom.

In the light of above arguments, the researcher recommends that if really Tanzania intends to incorporate more women with professional qualification and private sector experiences and practices into public sector, in practice limiting structures, institutions and instrument such as adherence to unreasonable restriction within scheme of services

e.g years of experience on the same job level should be removed, to enable people to cross each border flexibly and undeterred.

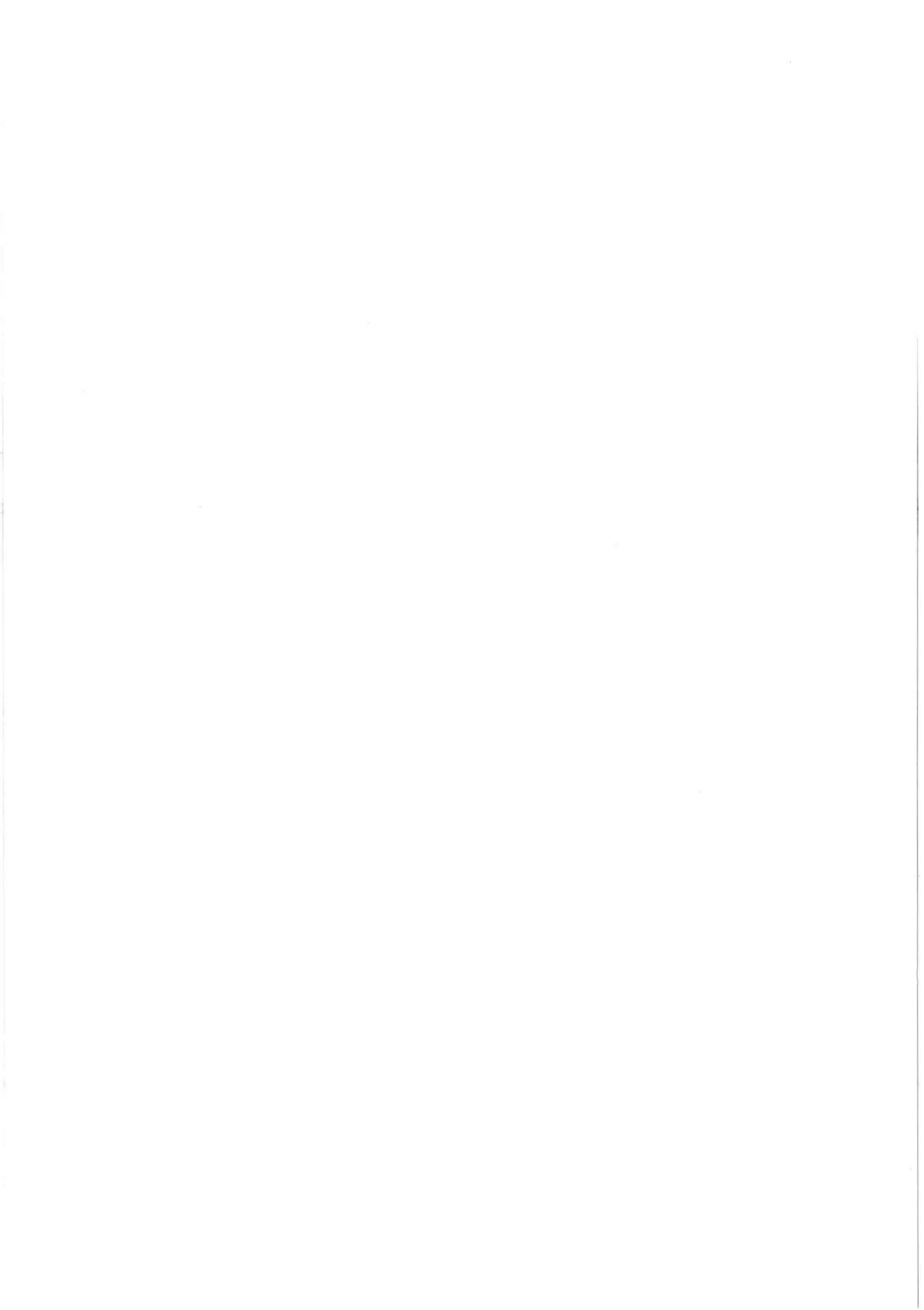
But nevertheless, this research's data from Tanzania indicate significant changes in public service composition in terms of age, education and incorporation of people from private sector. But on gender and origin of birth are not significantly changing. The changes portray clear relationships to the opened recruitment process in 2002. Since the government stopped recruiting and promoting public servants from 1993 to 1998/1999 inevitably during reforms in 2002 created roadway for new arrivals, a call for more professional public service and deliberate decisions to increase women employability into public service, improvement in good working facilities and conditions together with improved salaries are clear attraction to public service recruitment. Although we cherish the move, the public service regulations stiffens it by putting in place very long and cumbersome procedures in conformity to certain standards such as scheme of service. This situation suggests that first priority might be given to internal candidates than external ones. The assumption behind may stand at experience of the job and the company at large and thus render difficulties for change as it has been observed that appointing authorities should pay attention to efficiency of the service during appointment or promotion.

The synthesis of the above questions brings us to conclude by analyzing the main research question to this paper, i.e. has public service composition changed through competitive recruitment? Looking at data and questions analysis above, one can conclude that recruitment to the public service is still mainly composed of men and women aged 20-30 years old, and most graduate in arts and administrative disciplines, laws and accountants dominate, and there is significant incorporation of people from private sector, in other words beginning of adopting private sector experiences and practices, and finally the sector is more accessible to urbanized people.

Despite this dominance, there are signs of significant shifts and possible for the change in the future. In-depth training and exposure on the new model may help accelerate these shifts i.e. transparency, easing employees' mobility between public and private sector, raise efficiency and effectiveness in service delivery and adoption of private sector' experiences and practices into public service should be regulated in such a way do not hamper mobility between public and private sectors.

The public sector composition is changing and for continued change, one can recommend that there should be coordinating policies between private and public sectors. Public and private employers should in a way communicate and if possible exchange information on vacant posts, professions needed and on jobs to be created so as to curb unemployment and lost of human resource unnoticed, because unregulated competition in labour market may deter recruitment and employment conditions in general. The belief that employees' mobility between sectors, that could mellow and destabilizes service delivery by keeping on changing jobs should be contained. Government should therefore devise converging policies and strategies to energize public service delivery more effectively and efficiently

by say setting minimum and maximum years to work in certain post/career before moving to another one. Policies should not only focus on attracting candidates but also on retaining them. Restructuring of wage rates, improvement of working conditions and also improvement in macroeconomic policies and strategies might be considered as solution to limit unnecessary mobility. But abrasive strategies should be in place to save minorities and disadvantaged groups (the example of New Zealand and its indigenous Maori population should be noted here). It is also unfair and unjust to have minorities enjoying privileged access to public sector jobs, while the wider population suffers. Thus let every person get access to recruitment equally to public sector work in practice since the law provides for equal opportunities for entry provided that the applicant possesses required qualifications. But to ensure greater access for graduates seeking public sector recruitment from all over Tanzania, this research recommends that advertisements should be made available to offices of District Commissioners, Executive Directors of Councils and Ward Executives. Thus dependency on newspaper's circulation alone is an opaque strategy.



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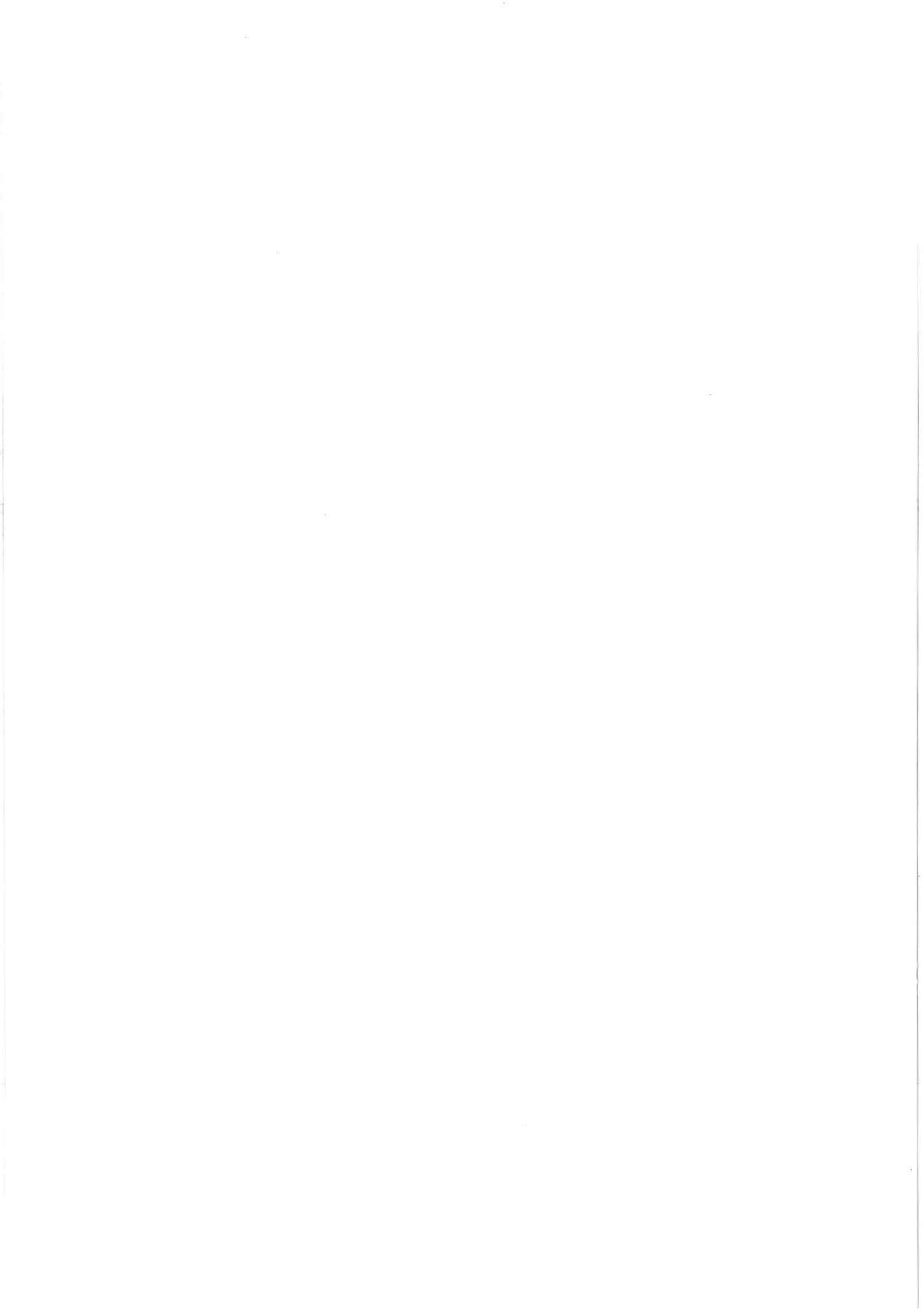
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Appendix 1

List of interviewees.

A.F. MAPUNDA. Job Search Facilitator- Tanzania Labour Exchange Center, Dar Es salaam – interview on 21/8/200

C. MNDEME. Immigration Officer-Statistician, Immigration Headquarters, Dar Es salaam-interview on 2/8/2006

C. SHIMBA. Job Developer-Tanzania Labour Exchange Center, Dar Es salaam-interview on 21/8/2006

D.E. MONGI. Assistant Secretary, Public Service Commission, Dar Es salaam-interview on 2/8/2006

D.S.B. NDAGULA. Deputy Secretary, Public Service Commission, Dar Es salaam-interview on 24/7/2006

E. KARUBI. Job Developer- Tanzania Labour Exchange Center, Dar Es salaam-interview on 21/8/2006

E. NYAKIA. Administrative Officer, Public Service Commission, Dar Es salaam-interview on 22/8/2006

E. SHAYO. Director of Administration and Personnel, Public Service Commission, Dar Es salaam-interview on 26/7/2006

H. MAMBO (Dr), Information, Education and Communication Expert, President's Office-Public Service management, Dar Es salaam-interview on 25/7/2006

J. NDABA. Senior Human Resource Officer. Public Service Commission, Dar Es salaam-interview on 22/8/2006

M. KANJI. Human Resource Officer, Ministry of Home Affairs, Dar Es salaam-interview on 2/8/2006

P.BUKULU. Principal Immigration Officer- Establishment. Immigration Headquarters, Dar Es salaam-interview on 2/8/2006

P.NGUNGULU. Establishment Officer. President's Office-Public Service Management, Dar Es salaam-interview on 24/7/2006

S. MWINYIJUMA. Principal Establishment Officer, Immigration Head quarters, Dar Es salaam- interview on 2/8/2006

S. NGONYANI. Immigration Officer, Head of statistics unit, Immigration Head quarters, Dar Es salaam-interview on 2/8/2006

Appendix 2

Responses for 5 Semi-Structured Interviews

Person	Question 1	Question 2	Question 3	Question 4	Question 5
1	-Challenging -Easy to locate qualified people -Difficulty to employ	-Possible to get qualified -Difficult to recruit	-No	-Yes	-Too early to implement such model -make resources available
2	-high competition -many applicants	-unsuitable for security institutions - open to bribes	Yes but need resources	-Only to urban due to modes of advertisements	-Need commitment
3	Difficult -high competition -complex selection	-Nepotism limited -Difficult to enter public service	-No, lack of resources	-No, only to urban -Disabled not featured	-Is not right time no resources
4	-Planning is ok -Placement is difficult	-Demoralize long serving employees -unsuitable for security institutions	-No, lack of resources -prone to forgeries	-No, because of lack of access to advertisements	-No preparation not tenable in poor economy
5	-Planning is the same	-Good to work with qualified people -unstable public service	Budget constraints	-Radio zones -Time frame -it is costly	Difficult to get people from private sector
6	Encourage training but discourage retaining	-public service unstable -Limits lobbying	Good if budget constraints overcome	-Legislative contradiction -advertisements do not reach villages	-Not known to people -overcome resource constraints
7	Easy to locate people -prone to forgeries	- Demoralize long serving employees -prone to bribes	-Good but may lead to corruption as involves two people bargaining	Yes, the law has not considered males with low qualification	Discourages employees
8	Competition is high	Provides room for lobbying, conservatism	Yes, but needs seriousness, resources	Yes	Vacant jobs be advertised within department only
9	Flow to public service is big	-Good if get proper person -ease personnel mobility	Resource constraints	Yes -advertisement problems	Resources management be prioritized for implementation
10	Favour those on job	-Experience limits new entrants -Qualification is important	-yes	Yes	Constrained by adherence to scheme of service
11	Qualified people are available	-Open to the public -Limits ghost employees	Yes but needs resources	Yes	Resource availability - constraints of scheme of service
12	plan to existing jobs -many qualified people	Makes government less conservative -no preparation	Not suitable	Act favours female But female not available	Good if resources available -not suitable
13	Easy because HR is available	Promotes lower qualified officers	Not suitable	The law provides equal access	Not suitable due to lack of resource
14	Difficult because recruitment base on scheme of service	Is open to everyone	Bribe to supervisors to hide truth	Yes depends on qualification -advertisement do not reach villages	Good if known to everyone -The four days training is not enough
15	Is good	-Allows young into public service -Raise commitment	-Changes needed -But need resources	No, restricted in urban	Is a good system.

Source: author