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## HUMAN RESOURCE DEVELOPMENT: THE AGENDA ON TRANSFORMING SOCIETY

*Based on Original Paper by George D. Yambesi, Permanent Secretary President's Office  
Public Service Management<sup>1</sup>*

### INTRODUCTION

At Independence in 1961 poverty and hunger were identified as major scourges that hindered societal transformation and so many schemes were directed at eliminating the two enemies of the people. Notwithstanding the fact that notable gains were made in many areas, it later became apparent that the battle against these 'enemies' would be long and multifaceted - and therefore needed better methods, tools and systems.

However, it also became apparent that essentially, for tangible and sustainable results, the endeavour must draw players from a highly trained and educated citizenry. And so, from the start, the main focus was to develop an appropriate education policy, which ideally remained at the heart of subsequent programmes, such as Human Resource Development.

### Education as main catalyst for change

Rightly, during the first few years of Independence, the Government sought to expand capacities of schools and colleges to meet a political demand for indigenous manpower. To complement outputs from higher learning institutions, there were sector-specific institutions to cater for the technical and administrative capacity needs. Given the expectations of the people, these efforts coexisted with the policies that called for an increase in range of and access to social services. Human resource development initiatives then reflected the emphasis given to creating local capacity to provide public services.

Early policies recognised that human resource development required integrated programs to meet expectations and the country recorded impressive results in this endeavour. Adult education, for example, is said to have made a significant contribution in supporting various health and agricultural campaigns. However, it is necessary to state that Human Resource development has a wider dimension: not only does it encompass

access to education and employment opportunities but also access to housing, good health facilities and safe drinking water. Transformation of the Tanzanian society now is being pursued in a more challenging environment than in the past. Several factors are influencing the state of play, including pressures of democracy, a more informed citizenry, population and demographic changes, globalisation and the emergence of regional groupings. Because of these factors peoples' demands for public services have increased and to respond appropriately the public sector needs to improve the calibre of public-sector human resource through appropriate initiatives.

Since education is the main catalyst for change, it was inevitable that the first initiatives had to originate there. In this area, Tanzania recorded very impressive expansionary education policies and reforms during the 1970s, for instance with universal primary education (UPE) taking a centre stage. The number of new entrants in primary schools has more than doubled, increasing from around 400,000 in 1975 to 851,743 in 2000, a rise of 212.9 percent in real terms (Galabawa, Justinian C.J

<sup>1</sup> This Policy Dialogue paper is summary prepared by Nestor Ilahuka with review by Deo Mutalemwa. It is based on Original Paper by George D. Yambesi, PSM (Original was presented at the Kilimanjaro Hotel, Dar es Salaam, Tanzania: May 24, 2012)

2001). The other front was in adult education, where for example between 1975 and 1977 illiteracy fell from 39% to 27%; but unfortunately the trend was reversed, and by 1986 it was down at 9.6%.

In terms of sector policy challenges, a major policy change in recent years has been the liberalisation of education, which culminated in the emergency of private schools in the mid-1990s. Efforts towards the Millennium Development Goals and policy initiatives such as a secondary school in every ward to follow on the heels of the earlier efforts in the UPE programme are seen as harbingers of success. Yet, now the country faces a different set of challenges: While previously primary enrolment was low, secondary education was not a priority and primary education was simply a filter into secondary education, at the moment quality of education - not access - is the issue. The logical emphasis being pursued includes increased teacher training and expansion in the tertiary education through Higher Education Development Program.

The importance attached to human resource development is obvious: In 2010/11 there were 43 universities and colleges with 135,367 students among whom 47,189 were females - about half the number of males. This is a challenge for human resource development in the transformation agenda: females enrolment at university education level has to be increased although in technical institutions there is a better sex ratio of 38,541 females for 46,499 males – over 80%. The table below shows percentage increase in enrolment in universities and university colleges by comparing enrolment between year 2006/07 and 2010/11.

**Table: University and University Colleges enrolment percentage increase between 2006/2007 and 2010/2011**

PROGRAM	Year 2006/2007	Year 2010/2011	PERCENTAGE INCREASE
Agriculture	1024	2222	116%
Engineering Science	1757	3001	70%
Medical Science	4101	5749	40%
Natural Science	1110	1939	74%
Science and IT	5288	11011	108%
<b>Total Science</b>	<b>13279</b>	<b>23922</b>	<b>80%</b>
Business Mgt. & Admin.	8831	19934	125%
Education	11058	53531	384%
Law & Social Science	16795	37980	126%
<b>Total Arts</b>	<b>36684</b>	<b>111445</b>	<b>203%</b>

(Source: Tanzania Commission for Universities)

## The Public Service Reform Program

The role of government was redefined through the Civil Service Program implemented in the 1990s, demanding reduction in scope and size of the public service. In order to achieve this the Government embarked on modernising the public administration system through the Public Service Reform Program, whose second phase is expected to end in 2013, and the Local Government Reform Program. Human resources development under this program is being implemented as an integrated concept where policies, systems and processes are being introduced to improve performance.

## Restructuring of public institutions

Mainly this has been to develop appropriate structures essential for efficiency in different ministries and other public agencies. Typically, 35 executive agencies with ability to focus on key issues and thus creating the right culture and capacity for performance improvement, have so far been established. Furthermore, although most public institutions have outsourced non-core activities from the private sector, the activities outsourced so far are limited to cleaning, gardening, security and catering - save for the National Audit Office, which has gone furthest by outsourcing auditing services - its core activity. There is, therefore, room for outsourcing more. The recently passed 2010 Act on Public Private Partnership, provides a legal framework to consolidate appropriately drawn public-private partnerships. So, very soon, more non-core activities, including data management, might be implemented by private operators.

Besides, a number of regulatory organs have been established to provide the necessary oversight in an environment of multiple service providers, including Energy, Water, and Utility Regulatory Authority (EWURA); Telecommunications Regulatory Authority (TCRA); Surface and Marine Transport Authority (SUMATRA); Tanzania Food and Drugs Authority (TFDA) and Social Security Regulatory Authority (SSRA). Older oversight institutions are being strengthened, including the National Audit Office, Ethics Secretariat and the Prevention and Combating of Corruption Bureau.

## Introduction of new systems and processes

The Public Service Reform Program has also engineered the development of new systems and

processes for managing public servants. These were guided by various instruments, including the Public Service Management and Employment Policy of 1999, the Public Service Act of 2002, the Code of Ethics and Conduct of 2004, the Pay Policy of 2010 and the National Records Policy of 2003. Among the key systems, tools and processes introduced include the following:

- i) Merit-based competitive recruitment system save for teachers and health personnel, who are directly allocated due to the shortage of these skills
- ii) Output-focussed performance management system implemented within Strategic plans such as the Medium Term Expenditure Frameworks and self assessments.
- iii) Competitive reward system and to benchmark the other ??sectors of the economy
- iv) Capacity building framework that emphasises skills development, based on Training Needs Assessments. In addition to the Tanzania Public Service College, the Local Government Training institute, the new public service capacity building service providers include Tanzania Agency for Global Learning (TAGLA), linking Tanzania through video conference programs with foreign-based institutions. For high-level leadership capacity development, the Institute of African Leadership for Sustainable Development (Uongozi Institute) was established in 2010.
- v) Complaints handling system and customer-care teams to enable organisations become more client-centred.
- vi) A Human capital management system has been developed to improve human resources management. Making use of information technology, the new system links all employers in the country to the President's Office Public Service Management (PSM) and the Ministry of Finance. Now, despite increased recruitment and regardless of location, new employees receive their salaries within a month of employment. Many human resources actions are IT supported, including new recruitments, promotions, transfers and terminations.
- vii) HIV/AIDS Guidelines have been developed, which provide frameworks that guide organisations on important and sensitive issues.
- viii) Guidelines on the management of diversity issues in employment and promotion is also a significant tool to a more gender-sensitive public sector.
- ix) There is now a human resources planning manual and a succession planning guide to

facilitate a smooth succession.

- x) The Public Recruitment Secretariat has been created to ensure fairness in public sector employment. This organ supports a cost-effective recruitment process and is a check against complaints on nepotism and other possible malpractices.
- xi) The Public Service Act of 2002 was amended in 2008 to make the Public Service Commission a truly oversight organ to oversee implementation of human resource management policies.

### Human Resource Development Initiatives

In the 1990s, earlier national development plans were replaced by Poverty Reduction Strategy Papers and later progressing into National Strategies for Economic Growth and Poverty Reduction. The focus of these instruments was mostly rescue, recovery and equitable development. Preparations of these instruments was consultative and the development partners were important stakeholders who sometimes influenced the general direction. A National Development Plan has now been launched, spanning the period of 2010/11 and 2015/16, and provides the basis for sector development plans. A national level human resource survey is now being done for the Human Capital Data Base which will guide efforts to bridge skills gaps.

A prominent sector level initiative is the Human Resource for Health Initiative which is driven by the Ministry of Health and Social welfare and is supported by development partners and non-governmental organisations. A strategic plan is in place and there are numerous initiatives on the measures to be taken to adequately resource the health sector. Important recent initiatives include the Benjamin William Mkapa Foundation (BMAF), program of encouraging health professionals to serve in the underserved areas and to later on to mainstream them into the public service system. A DANIDA supported initiative has also been launched to support health institutions of the private sector, which train mid-level health professionals.

Technical assistance - both local and international - also plays some role in the national development. Volunteers are part of the technical assistance that come to work and learn in various sectors. Usually these volunteers, most of whom come from UN, Japan, Korea and the US stay in the country for a limited period of two years or less. Non-Governmental Organisations also absorb some of the professionals from training institutions

and provide training ground for future international personnel from Tanzania. International NGOs are therefore encouraged to provide Tanzanians with employment and to promote them into positions of decision-making and management in those NGOs.

### Challenges facing human resource development

The social and economic transformation being pursued is geared towards making Tanzania a middle income country as per the National Development Vision 2025, which recognises that productive skilled labour is a prerequisite for growth. Efforts to promote the necessary human resource development are hindered by the following challenges:

- Maintaining the level of resources available for education. The loan provision mechanism to students in post secondary education is already strained and the challenge is to design a system to allow for appropriate focus, fairness - and still be politically acceptable.
- Financial constraints and competing demands often relegate training and development of staff. To improve the situation, systematic training is encouraged based on training needs assessments to develop training plans and implementable action plans which would enable training to be linked to organisational plans. There is also need for the relevant sectors to focus on new skill areas critical for the exploitation of emerging resources in petroleum and gas.
- National capacity is also constrained to allow adequate attention to be given to human resources requirements in the public sector in terms of numbers and types. When more teachers, doctors, nurses and agricultural staff are recruited in respect to transformation objectives other professionals are recruited in less numbers. This situation may be limiting organisational performance in the short-term and might in the medium and long-term affect succession planning. It is important that the

resulting effects are well understood and recruitment to also intermitently focused on all the other cadres.

- The youth who in the future are going to be educated in big numbers are the present and future challenge. As agriculture is to become more productive few will be needed and employed in that sector and so the industrial and service sectors will have to absorb them. No other reason emphatically calls for the rapid development of our different sectors of the economy so that there is capacity to effectively harness the potential of the youth. It is pleasing that 'business incubators' are starting to take root and are being created in our higher learning institutions, for example the entrepreneurship development program at UDSM Business School. Incubators are important in providing support to young entrepreneurs by giving them skills and facilitating their access to capital, legal advice and markets.
- Regional integration is another dimension set to influence the transformation agenda, as opportunities and challenges will surely emerge. For example, our labour market will be part of a regional market and our nationals will have access to the wider market. Although this will increase economic activities, it will also bring competition for resources and employment where only the fittest will survive. So, our efforts to develop our human resources will have to suit the fast changing environment.

It is clear that economic transformation of society is a multifaceted endeavour which requires robust programmes and a well trained and educated manpower. Given the competing demands and the circumstances in the aftermath of Independence, the Government achieved notable feats in developing its workforce and the people in general. It is, however, also clear that prevailing circumstances pose new challenges that demand new approaches to achieve sustainable results and the government is taking the necessary steps in this direction.



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