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PUBLIC SECTOR HUMAN RESOURCE MANAGERS PROMOTING PROFESSIONALISM AND IMPLEMENTING THE PUBLIC SERVICE CHARTER AT THE NATIONAL LEVEL: FACILITATING AND INHIBITING FACTORS AND STRATEGIC ACTIONS

By

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1. WHAT IS HUMAN RESOURCE MANAGEMENT?

African countries operate in a dynamic global environment and often, as changes happen elsewhere, developing countries move in stride to adopt, adapt to and accommodate the new developments. The 1990s was when the new concept of Human Resource Management was introduced in Africa. Personnel management departments and units were changed into human resource functionary units, but mostly without any significant changes in people management practices. The mainstream literature propounds that human resource management is a result of the evolution of Personnel Management. In response to the changes in the management and business environment, human resources management had to assume a strategic role rather than an administrative or operational role associated with the more traditional approach(Beaumont,1992;Schuler and Huber, 1993).

The literature on Human Resource Management identifies four characteristics which distinguish Human Resource Management, giving it an 'architect' role, from traditional personnel management: integration of human resource policies and practices with organizational strategies, a holistic; coordinated approach to policies and practices for managing people at work; a primary focus on the individual employee as opposed to the collective relations within the organizations; strong organizational value and culture

emphasizing a sustainable match between the values of employees and the organization, whereby key elements of HR add value to the organization and returns on investment is simultaneously achieved (Storey, J. 1992).

Other important features of Human Resource Management designed to increase employee commitment and motivation towards organizational goals while meeting the personnel needs of employees include the following: greater employee participation in work organization and management, and the strengthening of the role of line managers through approaches such as quality circles; increased internal public relations through corporate videos; joint consultation committees, with membership open to all employees regardless of union membership; employee share-ownership schemes; and performance appraisals to determine training, development and performance feedback. Individualized pay: determined by performance, competencies and market factors, rather than cost of living or collectively negotiated increases; and single status employment conditions and benefits removing the distinction between 'manual' and 'staff' employees (Anthony, Perrewe and Kacmar, 1996).

2. WHAT IS THE ROLE OF HUMAN RESOURCE MANAGERS?

Previously, complexity was associated with business organizations operating in competitive environments. The emergence of the New Public Management Model has changed the landscape, and public sector organizations face comparable levels of complexity. There is more demand for quality and reliable services from the public and there is more competition for financial and human resources. Public

institutions have to legitimize their existence, necessitating the adoption of complex outcome-focused systems and procedures. NPM model is a result of the quest for minimal government, it is about reinventing government through an emphasis on steering, as opposed to rowing; empowering communities rather than only delivering services; encouraging competition rather than monopolies; enabling public services to be driven by their missions rather than rules; concentrating on earning, not just spending; decentralizing authority, and solving problems by leveraging the market-place, rather than simply creating public programs (Gaebler, 1992; Ndumbaro,2006) .

When Human Resource Management takes a strategic approach to organizational issues, Human Resource Management views all managers as human resource managers. HRM issues are not simply the province of the human resource unit. Rather, all managers must take responsibility for the efficient and effective utilization of their employees. By the same token, human resource managers view their role as essentially supportive of the operating line managers. That is, they should see their role as advising, helping, and providing expert guidance to line managers on human resources issues (Anthony, Perrewe and Kacmar, 1996).

HRM is seen to support organizational business strategies through internally consistent practices and policies and expected to contribute to the following goals: productivity or service quality enhancement through increased contributions of individuals and teams; statutory compliance; gaining competitive advantage through employee participation; workforce flexibility and empowerment; and developing a supportive organizational culture through organizational development (Schuler and MacMillan, 1984; Schuler, 1992).

In human resource management, HRM strategies - human resource planning, recruitment and selection, performance management, reward management, human resource development, labour relations– are translated into policies and actions which are to be implemented by HR specialist and generalist supporting the line managers, who now have HR responsibilities in addition to their functional work of finance, engineering, etc.

3. WHAT IS PROFESSIONALISM IN HUMAN RESOURCES MANAGEMENT?

Professionalism can be looked at as a multidimensional concept. Where by the manner in which a discipline has evolved, how it is organized, managed, implemented and the parameters set, etc., make it a distinct clearly identifiable approach to societal or material problem. The Oxford Dictionary of English (2003) describes professionalism as both the competence and skills expected of a professional and the practice of an activity, by professionals rather than amateur players. There are debates as to whether Human Resource Management deserves to be considered a profession. This is because either people with ,minimal training on the discipline are given responsibility for the function of our organizations, or the absence of accreditation bodies for human resource management professionals (such as the engineering registration board in many countries). Nonetheless, it is argued that HRM is increasingly

becoming a profession, as it has evolved from traditional personnel management to its current level, in which Senior HR officers are expected to be functional experts, capable administrators and business oriented internal consultants with global awareness (Schuler and Huber, 1993).

The African Public Sector Human Resource Managers Network has been created in recognition of the need to create professionalism in the way in which we manage human resources in the public sector. Furthermore, its goal is also to provide a forum in which countries' can share experiences and best practices, whilst reminding each other that public sector efficiency and its effectiveness in achieving desirable outcomes can only be realized if we have a motivated and satisfied public sector employees. The Network is a pivotal milestone to professionalism in Human Resources Management in Africa.

Heskett James L. and Schlesinger L. (1994) in their book the "Service Profit Chain – How Leading Companies Link Profit and Growth to Loyalty, Satisfaction and value," associate internal service quality to a desired level of staff satisfaction that induces both employee loyalty, retention and employee productivity, leading to increased creativity and innovativeness to improving service quality, quantity and types. The final outcome is profit and increased market share in an increasingly competitive environment.

This Service Profit Chain model is relevant to public sector organizations as the emergence of the New Public Management Model has changed the landscape and public sector organizations face comparable levels of complexity as the private sector. There is more demand for quality and reliable services from the public; there is more competition for financial and human resources and public institutions have to legitimize their existence necessitating the adoption of complex outcome focused systems and procedures. NPM model is considered a result of the quest for minimal government; it is about reinventing government with the emphasis on steering as opposed to rowing; empowering communities rather than only delivery of services; encouraging competition rather than monopolies, public services driven by their missions rather than rules; concentrating on earning, not just spending; decentralizing authority, and solving problems by leveraging the market-place, rather than simply creating public programs (Gaebler, 1992; Ndumbaro,2006) .

Public sector organizations must seek the achievement of internal service quality, desired level of staff satisfaction, loyalty, retention, productivity, increased creativity and innovativeness in service delivery, to achieve the outcome of satisfied and loyal citizenry positively contributing to national growth and development. This is because when public service organizations work effectively in a country, then the country is better placed to be a competitive global player and attract more investment and trade opportunities. This implies more income generating activities, employment and revenue. The increased interactions and the cross- fertilization of ideas between a robust private sector and the public sector may also lead to better system of governance, reduced corruption, increased transparency, and countries becoming attractive for industry and international capital**.**

It is for achieving this close linkage between systems of governance and national wealth and well being, that the African Public Service Charter was created and adopted. The Charter recognizes that Africa has to make headways in how the public sector is managed so that we can achieve well functioning state institutions that enable national and international efforts and resources, to be productive and competitive within our continent and contribute to the well being of Africans.

4. HOW DOES THE PUBLIC SERVICE CHARTER GUIDE PROFESSIONALISM IN HUMAN RESOURCE MANAGEMENT?

The public service charter categorically stipulates that quality, effectiveness and efficiency are key in defining the public service. The emphasis is on high quality, efficient, and effective services provided through optimal use of available resources. It is succinctly stated that the objective, among others is to "Ensure quality and innovative service delivery that meets the requirements of all." Recognizing that the pre-conditions for achieving that noble objective are the systems, processes and procedures adopted, the Charter seeks to "Encourage the efforts of Member States in modernising administration and strengthening capacity for the improvement of public service." This objective obliges public services to make adjustments on the existing systems, processes and procedures, in response to changing circumstances, and to be informed by best practices. There are also other closely related objectives the Charter seeks to achieve "Promote the moral values inherent in the activities of Public Service Agents with a view to ensuring transparent service delivery." Stating a pivotal precondition for effective service delivery; and ensuring that the principle of rights and duty are observed, this objective is also included: "Improve the working conditions of Public Service Agents and ensure the protection of their rights." The Charter also stipulates the following objectives

of direct relevance to human resources management: "Encourage citizens and users of Public services to actively and effectively participate in public administration processes" and "Promote equality between men and women as well as equality within Public Service and Administration structures."

Given the level of acceptable prominence to Human Resource Management, the Charter provides guidelines in its different Articles on the human resource management strategies. Particularly, it focuses on the relations between the public service and public service employees. Professionalism on the part of the public service employees is underscored and is linked to capacity to deliver. Creation of that capacity is examined in terms of skills, abilities and availability of tools and equipment. Other important considerations by the Charter include:

- Ethical conduct
- Non-discrimination of public service employees according to differences in gender, race, etc.
- creating working environment that guarantees safety
- The rights to leave, social security and retirement benefits;
- Recruitment based on the principle of merit, equality and non-discrimination.
- Right, within a coherent and harmonized pay system, to a just and equitable remuneration corresponding also to performance.
- Presence of performance culture.
- Conducive working environment for the application of new knowledge within the limits of available resources
- Mobility in the public service
- Public service continuity

The fundamental difference between a business model like the Service-Profit Chain and this public service framework of the African Charter of the Public Service, is manifested in the importance with which public service is attached to ethical behavior and conduct. This dimension of the public service is accorded the same level of importance as other service delivery objectives of effectiveness and efficiency in service delivery.

Accepted and tried logic and our own guiding frameworks as the Charter for the Public Service in Africa, as we have seen, encourages professionalism in the public service, and management of the human resources. Since independence, there have been sustained efforts in our countries to improve public service delivery standards, and to increase reach and accessibility of public services. In Tanzania, the efforts have produced largely incremental changes, though in the early years there were radical and revolutionary responses to the challenges of the day and answering of the demands from the social political directions chosen.

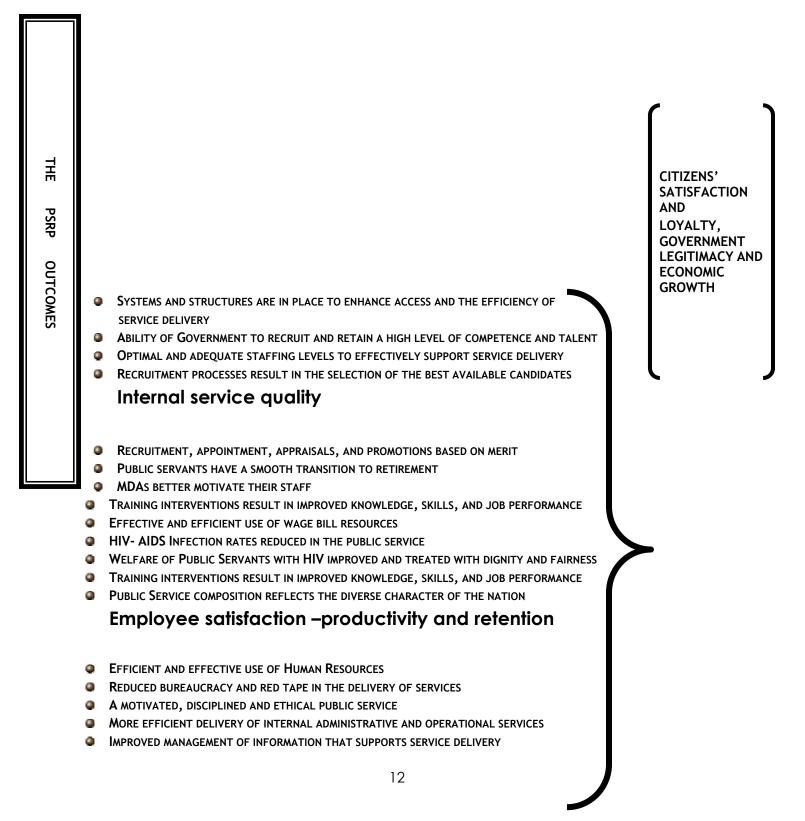## 5. PROFESSIONALISM IN HUMAN RESOURCE MANAGEMENT IN THE TANZANIA PUBLIC SERVICE

Upon independence in 1961, Tanzania inherited a devolved local government administration system with representation of directly elected members at all levels. The devolved system was abolished in 1972 and replaced by a decentralized system of administration in the form of de-concentration. Elected representatives at lower levels of government were replaced by bureaucrats and ruling party officials. At regional administration level, a strong regional level

bureaucracy was formed to implement centralized planning and resource control. In 1984, the local government authorities were re-established and classical principles of local government were re-introduced. From the mid-1980s the country underwent structural adjustment measures and changes in political orientation towards political pluralism. Other shifts in policies followed, including liberalization of the economy and the present day public sector reforms. The Public Sector reforms are the incremental reforms focusing more on effectiveness whilst upholding the efficiency objectives. The Civil Service Reform Program (CSRP, 1991-1999) was a transition or the stage setting reform providing the framework for change to align the administrative systems of government to the new and emerging political and economic realities[1]. The CSRP was succeeded by Public Service Reform Program now on its second phase[2]. The goal of PSRP II is to assist MDAs deliver improved services (in terms of quality, timeliness and efficiency), implement relevant, priority policies, and establish a predictable and well regulated environment for private sector growth and social development, with an overriding theme of ''Enhancing Performance Results and Accountability''.

The PSRP is a practical instrument for implementing the Public Service Charter. The following diagram of expected outcomes of the PSRP, evidences the relevance of the PSRP not only to the Public Service

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1 The first phase of Civil Service Reform Programme, involving downsizing of the civil service and bringing the wage bill under control, began in 1993 and ended in 1999. This resulted in contracted and streamlined Government structures. This process involved a re-definition of Government roles and functions by identifying non-core functions for hive-off, divesture or decentralization to local government or executive agencies. It also entailed streamlining structures resulting in reduction of ministries,

2 PSRP I was implemented from 2000 to 2007; PSRP II is being implemented from 2008 to2012.

Charter but also to the Service - Profit chain model, albeit with changes in the profit end objectives to citizens' satisfaction and government's legitimacy.

THE PSRP OUTCOMES

CITIZENS' SATISFACTION AND LOYALTY, GOVERNMENT LEGITIMACY AND ECONOMIC GROWTH

- SYSTEMS AND STRUCTURES ARE IN PLACE TO ENHANCE ACCESS AND THE EFFICIENCY OF SERVICE DELIVERY
- ABILITY OF GOVERNMENT TO RECRUIT AND RETAIN A HIGH LEVEL OF COMPETENCE AND TALENT
- OPTIMAL AND ADEQUATE STAFFING LEVELS TO EFFECTIVELY SUPPORT SERVICE DELIVERY
- RECRUITMENT PROCESSES RESULT IN THE SELECTION OF THE BEST AVAILABLE CANDIDATES

Internal service quality

- RECRUITMENT, APPOINTMENT, APPRAISALS, AND PROMOTIONS BASED ON MERIT
- PUBLIC SERVANTS HAVE A SMOOTH TRANSITION TO RETIREMENT
- MDAS BETTER MOTIVATE THEIR STAFF
- TRAINING INTERVENTIONS RESULT IN IMPROVED KNOWLEDGE, SKILLS, AND JOB PERFORMANCE
- EFFECTIVE AND EFFICIENT USE OF WAGE BILL RESOURCES
- HIV- AIDS INFECTION RATES REDUCED IN THE PUBLIC SERVICE
- WELFARE OF PUBLIC SERVANTS WITH HIV IMPROVED AND TREATED WITH DIGNITY AND FAIRNESS
- TRAINING INTERVENTIONS RESULT IN IMPROVED KNOWLEDGE, SKILLS, AND JOB PERFORMANCE
- PUBLIC SERVICE COMPOSITION REFLECTS THE DIVERSE CHARACTER OF THE NATION

Employee satisfaction –productivity and retention

- EFFICIENT AND EFFECTIVE USE OF HUMAN RESOURCES
- REDUCED BUREAUCRACY AND RED TAPE IN THE DELIVERY OF SERVICES
- A MOTIVATED, DISCIPLINED AND ETHICAL PUBLIC SERVICE
- MORE EFFICIENT DELIVERY OF INTERNAL ADMINISTRATIVE AND OPERATIONAL SERVICES
- IMPROVED MANAGEMENT OF INFORMATION THAT SUPPORTS SERVICE DELIVERY

Service value-innovation, creativity

As can be observed, the efforts to professionalize Human Resource Management in the public service are linked to service delivery goals of the public service. It is appropriately encompassing, as systems and processes are integral to the modernization initiatives. To achieve the desired outcomes, different tools, processes, systems and policies have been developed and are used in the public service but at different levels of success. The HR management support systems, tools and instruments include the following[3]:

SYSTEM, TOOL, INSTRUMENT:	MAIN ELEMENTS:
The Performance Management Model - Medium Term Strategic Planning and Budgeting (MTSPB) Manual - Service Delivery Survey Guide	• Undertake Service Delivery Surveys (SDSs), and Self Assessment (SAs) • Prepare three year Strategic Plans (SPs), • 3 year- Operational plans (OPs) and Annual plans (APs). • Transform OPs into a Medium Term Expenditure Framework (MTEF) • Develop Client Service Charters (CSCs) • Open Performance Review and Appraisal System (OPRAS)
Complaints and Grievance Handling Systems - Guideline for Complaints and Grievance Handling Systems - Guidelines for Developing and Implementing Client Service Charter; - Client Service Charter of an MDA	• One staff member responsible for complaints handling • Creating Customer Care Teams • Customer care training • Improved business processes
Integrity/Ethics Committee - Ethics Compliance Framework; - Code of Ethics for the Public service; - Explanatory Manual for Code of Ethics: Doing the Right Thing	• Regular meetings of Ethics Committees • Awareness raising on ethical conduct • Ethics investigation • Evidences of disciplinary action

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[3] Source include the Management Standard Checklist and relevant policies, regulations, circulars and guidelines

Human Resource Plans - HR Planning Manual - Relevant Schemes of Service - Job lists - Strategic Plans - Training Plans - Guideline for Restructuring of Ministries, Independent Departments and Executive Agencies	• Three year HR plans reviewed every year • HR plans to forecast on quantity and quality of staff requirements • HR plan linkage to the Strategic Planning process • Job lists prepared and revised to inform on HR needs • Build staff capacities to develop and implement HR plans • Show evidence for decisions made on HR plans • Undertake personnel emolument budgeting
Succession Plans - Succession planning guide - Relevant Schemes of Service - Organizational structure	• Succession Plans in place • Regularly update seniority list • Succession plan must guide decisions on HR such as promotion, capacity building, etc • Build staff capacities to develop and implement succession plans • Monitoring implementation of the plans and reporting
Medium Term Training and Development Plans - Training Needs Assessment Tools - Training Needs Assessment report - Human Resources Development/Training Plans - Strategic Plan	• Conduct organization wide TNA every three years • Undertake TNA whenever there is change of structure, organizational focus, perceived need to solve problems through training • Use TNA results to develop and review three years annual training plan • Have a three year Medium Term Training and Development plan in place • Annual plans extracted for implementation • Training plans must be linked to employee performance appraisal results, Plans must be linked to the Medium Term Strategic Plans (MTSP) • Capacity building for developing and implementing training plans • Monitor implementation of the training plans and reporting
Open Performance Review and Appraisal (OPRAS) -OPRAS guidelines	• Conduct annual assessment of all employees' performance using OPRAS • Link Individual Performance Agreements linked to Strategic, Action/Business plans and MTEF

	• Conduct midyear and annual appraisal meetings timely • Keep record of all dully completed OPRAS forms • Produce annual OPRAS report showing summary of assessment rates and performance trends • Have Training linked to performance assessment
Personnel Records Management - Human Capital Management System - Record and Archives Management Policy - Records & Archives Management Act. No. 3 of 2002 - Records & Archives Management Regulations - Registry Procedures Manual - Desk Instruction for Registry Staff and Records Users - Records Retention/Disposal Schedules	• Adequate personnel: Records Management Assistants, Officers, Coordinators and Managers are in place and capable of managing Personnel Records • Adequate space and facilities available for storing paper and electronic records • Show evidence of complete personnel records being retrieved timely and accurately • Show evidence that Personnel records are transferred with an employee • Show evidence of timely disposal of Personnel records • Monitoring and evaluating the implementation of the system and reporting
HIV/AIDS Workplace Interventions - HIV/AIDS Policy - Guidelines for Managing Diversity in the Public Service - Guidelines for Managing People With Disabilities in the Public service - National HIV/AIDS Policy - Guideline for Management of HIV/AIDS in the Public service - Circular No. 2 of 2006 on Support, Caring and Treatment of HIV/AIDS Infected Public Servants.	• Workplace interventions must be present • Create work place Technical Aids Committee • Have knowledgeable staff capable of designing and implementing HIV/AIDS interventions • Conduct situation analysis after every three years • Develop a three year HIV/AIDS plan and strategy • Annually budget for HIV/AIDS workplace interventions • Treatment arranged for staff living with HIV/AIDS • Provide evidence for reduction of attrition and infection rate • Provide evidence for reduction of time absent from work as a result of treatment for diseases caused by HIV/AIDS. • Monitor implementation of the system and reporting
Restructuring for Human Resource Management (HRM) issues	• Skilled and knowledgeable staff to manage HRM issues in DAHRMs' offices Strengthen DAHRM offices: create superlative post responsible for HR • Retool DAHRM's offices to facilitate HR management issues • Appoint and operate required Ad-hoc Committees to manage HR issues (for promotion, confirmation, etc). • Monitoring implementation of the system and reporting
Labor relation structures and guides	• Mechanism for the participation of public servants in

	negotiating and rendering advice to the government and settling disputes:
-The Public Service Negotiation Machinery Act 2003	• **Service Joint Council** for the Civil service, Teachers, Local Govt, health, Fire & Rescue Services & immigration service
	• Purpose: To advise on welfare, to discuss & make recommendation on interest, well being and efficiency, to negotiate on matters of terms and conditions, to discuss matters referred to it by the Public Service Joint Council
	• **Public Service Joint Staff Council** – is the highest participatory negotiating and consultative body in the public service
	• **Master Workers Council**: to advice government on procedures in respect of promotion and disciplinary measures, advice to measures for effective delivery of services, advice on changes to existing regulations and conditions of work
	• Each institution is required to establish a **Workers Council.**
	• Rights and conditions to strike & lock outs
Good practice in recruitment and staff selection - Public Service Recruitment Code of Good Practice (one of the instruments guiding management of human resources it outlines what is required by the public service Act)	• Adhering to recruitment principles geared to maintaining a public service which is competent, ethical, motivated, a political, of high standard of integrity by:
	• Finding the best available person for the job through selection on merit,
	• Putting all appointments above suspicion of patronage
	• Considering women with relevant qualifications and appoint in strategic positions (women in decision making position now make about 30.2% of total positions)
	• Ensuring recruitment and appointment procedures reinforce the political impartiality of the public service

The overarching guiding frameworks providing legitimacy to the different HR initiatives are the following: Public Service Management and Employment Policy (2008), Public Service Act No 8 of 2002 and the

Public Service Regulations of (2003). In 2008, there have been amendments to the Public Service Act to create new bodies and to redefine roles of existing bodies: a recruitment secretariat was created; and Public Service Commission Role was redefined as an oversight body. The performance appraisal system (OPRAS) received legal backing and became a legal obligation.

These amendments were prompted by the desire to overcome present challenges. These challenges include (i) the decentralization of recruitment leading to unwarranted outcomes of increased recruitment costs, inability to control happenings of nepotism and favoritism, and poor information keeping on needs, availability of skills, challenges and opportunities; (ii) the conflicting role of the Public Service Commission as both an oversight institution and involvement in recruitment; and (iii) Less than desired performance in respect to the Open Performance Review and Appraisal process (about 50% of public organizations are implementing OPRAS in some manner). Below is a brief description of the role and responsibilities of the different important actors in the public service.

ACTOR	ROLE AND RESPONSIBILITY
President's Office, Public Service Management:	Developing and reviewing policies, management systems, tools and standards; building capacity to understand, use and comply; regular assessment to monitor compliance and use; providing incentives for adoption and use
Role of Public Service organizations	Creating internal capacity to understand, use and comply to the policies, systems, tools and standards; Customize some of the tools to fit specific organizational needs and environment; Commit resources, both Human and Financial for effective use and monitoring of implementation; monitor and report on use and compliance; implement internal rewarding and sanctioning based on use and compliance and results thereof.
Role of Public Service Commission (PSC)	Conduct regular assessment to monitor compliance to policies, legislations and use of tools and guidelines; monitor and evaluate performance and implementation; take appropriate measures on cases of non compliance in the performance and implementation of the management standards; receive appeals from public servants on matters of discipline.
Public Service Training Institutions	These are the public service college, Local Government Training Institute, Tanzania Global Development Learning Centre and the Leadership Institute, whose roles include training and capacity building through: induction training, public service examinations, leadership development programs and providing support in the development, adaptation and implementation of systems and

	procedures.
	Public service college is responsible for induction training and public service examinations (this includes Human Resource Management proficiency examination - a precondition for HR officers promotion after first appointment)
Recruitment Secretariat	Provides centralized expert recruitment services to public service organizations for new entrants and chief executives of Executive Agencies

It is obvious from the foregoing that the Public Service of Tanzania has developed a very elaborate framework for effective human resource management. These are a result of a well formulated and implemented Public Service Reform Program, though there remain challenges affecting more effective implementation and expected outcomes. The HR management framework created and continuously improved, supports the realization of the goals of efficient delivery of effective public services which is an overriding objective of the African Charter of Public Services and also a necessary condition to achieving the national socio-economic goals and the National Development Vision 2025 – Tanzania to become a middle income country.

6. CHALLENGES FACING HUMAN RESOURCE MANAGERS PROMOTING PROFESSIONALISM AND IMPLEMENTING THE PUBLIC SERVICE CHARTER

Rapid expansion of services and employment

Recently there has been a concerted effort to increase accessibility to the public of health and education facilities. The quest to achieve the Millennium Development Goals is possibly a contributor to the expansion where in every ward there should be a secondary school and the efforts to achieve universal primary education and every village a dispensary (Tanzania has now achieved 97% primary school enrolment rate). Between 2005 and 2010, permission for recruitment was given to 146,000 positions and in 2010/11, 49,593 recruitments are to be made mostly to serve the health and teaching services. This coupled with limited and decreasing financial resources seem to start affecting recruitment of new staff of other cadres and at the

same time limit resources to improve public staff remuneration. The remedy in this case, other than controlled expansion of services, is increasing revenue so that capacity is there to meet the increasing wage bill.

Egalitarian perspective on pay

Given the historical background of socialist orientation, huge disparities in pay within the public service tend to be unacceptable or politically unpalatable. It is not surprising then, that despite the deliberate intentions through of policies, to increase pay and to achieve pay levels comparable to the private sector. This noble intention will take time to be realized, as any increases at both higher and lower pay levels are often minimal, while differences in absolute amounts between higher and lower pay levels are relatively large.[4] The public service generally pays better than the private sector at the minimum wage level, but comparably less for senior positions. There are plans to introduce a senior service scheme (SES) to allow linkage between senior staff performance and pay where the objectives to be pursued are measurable and in addition to other incentives increased financial rewards may be provided.

Linking pay to performance

The goal of linking pay to performance is not easily attainable, especially where the amounts available for remuneration is affected by resource constraints and or the presence of socio-political caps on what can be offered. The OPRAS system can work well and serve as a catalyst for attitudinal and cultural change when there are appropriate incentives. Linking pay to performance may be the incentive needed. Measurable objectives, prioritization, the 20% of efforts resulting to 80% results rule and review of goals can mitigate budgetary constraints on performance which is often cited as limiting OPRAS. It is my opinion, that particularly determined efforts to make the OPRAS system work more effectively, is likely to lead to the

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[4] Minimum wage was increased by 107.7% from 2005/06 and 2010/11. Salary increased on average during the period by 113%

most positive results from the Public Sector Reform Program and public service delivery in general.

Leadership capacity

In a recent study on leadership competency and quality in the public service linked to the leadership competency framework and the development of leadership programs, it was observed that an acceptable level of competency is present within the public service. However, the level of leadership quality desired has not been achieved as a result of some debilitating weaknesses affecting leadership effectiveness. These, if worked upon, can greatly enhance leadership capacity in the public service. Such inhibiting factors include the following: inability to hold subordinates accountable for meeting targets; failure to create a shared vision; insufficient attention to client needs and customer care; tendency to micro manage, inadequate delegation and encouragement of subordinates, inadequate collaborative skills. It is apparent that with a system in place, effectively functioning, to hold the superiors accountable for the results of their actions, superiors may equally demand result from subordinates. As a result there are three linked developments taking place: (i) creation of a Senior Executive Service, (ii) management accountability framework which will support the SES system, and (iii) leadership development programs which are now being developed so that in a more systematic manner leadership capacity is continuously built. A new leadership institute has been created in late 2010 for the purpose.

Dependence on external finances for the reform program

The public service reform program is dependent on external resources. This dependence has been affecting the reform agenda in numerous ways. In the first instance it has led to one conduit for the reform resources. The conduit is setting the agenda and dishing out resources, albeit somewhat involving the other party in agenda decisions. For this reason, ownership of the reform agenda by the resource recipient party has been cited as a problem affecting reform performance. To counteract the problem the recipient parties were later arranged to decide on which of the agendas they

wish to implement and for what amount of resources, given a ceiling. Since this new approach was launched, we have been patiently waiting to see a change in attitude to the reform. Secondly, the reform program is being implemented in phases, and within a phase of four years numerous interventions were to be introduced. Very new ideas like the OPRAS system was to be introduced almost simultaneously with strategic plans, clients service charters, medium term expenditure frameworks etc. The capacity to adopt and adapt the modernization agenda to suit country circumstances and to be implemented effectively is unlikely to be adequately there when the country was also liberalizing its economy and becoming a pluralist democracy. The achievements of the reform program, which are quite vast under the circumstances, must be considered remarkable. Thirdly, as the saying goes 'the one who pays the piper decides on the tune.' There have been instances where calls for a change in direction, resulting from the influence of those who provide resources affecting reform momentum. It is important to depend more on own resources than is the case now, so as to end the doubt regarding whether one can reform on borrowed funds.

Human Resources Management not yet a strategic function
It obvious that the President's Office, Public Service Management having the mandate on human resources management policies, will be primarily engaging itself with HR matters. A lower level of attention to HR issues is expected in other public institutions, especially when a robust framework is absent to ensure desired involvement of senior organizational leaders in HR. There are positive efforts already taking place, which includes the restructuring of the offices of the directorate responsible for administration and human resources through the creation of a superlative position responsible for human resources management to be supported by HR specialists. It might be appropriate to also provide on a permanent basis, a management level committee which can meet regularly on a quarterly basis, to deliberate on HR issues. In this manner, the chief

executives will have to dwell and lead on HR, just as they do on the sectoral issues they are responsible for. This arrangement is present in some public service organizations and may need to be uniformly established in the public service.

Cultural dimension

There is a challenge with the fact that we continue to propagate African values and uphold them when they contribute to contemporary institutional and national priorities, but at the same time reduce the strength of the values which affect the intentions to modernize, and be more effective and efficient. In the recent Africa Capacity Building Foundation Summit in Kigali Rwanda (February 8 – 9,2011), it was reiterated by the present African leaders that Africa has to use its capacity in our heads more than the capacity in our hearts and increase the level of passion and commitment to performance.   For the very robust frameworks adopted for professionalizing HR and implementing public service Charter to work effectively, the cultural dimension has to be addressed so that our values contribute to enhanced public service delivery and national development. Kavura (2006) assessed the OPRAS system and concluded that critically, the cultural dimension has to be given more attention for the approach to succeed. It was suggested that the African cultural values of 'familism', 'collectivism,' 'god fatherism' and 'respect for age' contradict the principles enshrined in OPRAS related to openness, low power distance, and participatory evaluation, etc. Some East Asian countries, not ascribing to the western cultural values of individualism, ascribe to collectivism have shown to adopt New Public Management Practices and are keen on making them successful. We have to learn from them and directly deal with cultural impediments to modernization – it is necessary to find the magic wand.

7. CONCLUSIONS

The public service of Tanzania has a relatively robust HR framework. The different elements of HRM and the supporting architecture have been well developed. The public service reform programs are the incubators and vehicles through which the initiatives to improve service delivery, utilizing a facilitating human resource management practice, are disseminated across the public service. Different systems, tools and process have so far been developed and are implemented but at varying degrees of reach and success.

The Public Service Charter is a welcomed development; it buttresses and gives a new impetus to the importance attached to quality and effective service delivery achieved through requisite best practices in organizational management and human resource management. It is much clearer now, that headways to professionalize HRM will be made by adopting best practices in people management, whilst emphasizing integrity and ethical conduct.

The Africa Public Sector Human Resource Managers Network (APS-HRMnet) provides a new supportive structure and forum for the sharing of best practices. The idea to create a discourse on the African Charter of Public Services seems to accomplish two pronged objectives: to disseminate the Charter and provide room for internalization of the different elements emphasized in it, and at the same time, to gauge our experiences against the best HRM practices highlighted in the Charter in order to make the necessary efforts and adjustments.

The Tanzania Public Service faces some challenges in its quest to effectively implement human resource management through a more coherent approach, despite the robust frameworks that were

created. Two significant issues need more in-depth attention, and these are, the performance evaluation both at individual and organizational level and the pay dimension. There are some remedies on the drawing board, though whatever is to be achieved may be limited due to financial resources constraints and the multiple objectives facing our still young nation.

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