Managing the Staffing Function in Public Services: the Tanzanian Experience

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Abstract
This article examines the importance of human resources in the New Public Management (NPM) paradigm as it is being applied in Tanzania. At a time when public sector organizations in developing countries need to be able to attract talented people into public service, their ability to do so is constrained by systemic, technical and socio-political factors. This article analyzes recruitment and selection procedures for the Tanzanian public service. Using the strategic Human Resources Management (HRM) as a guide, the article explores key issues in the recruitment and selection function. The article delineates the pluses, minuses and ensuing dilemmas and challenges facing human resource practitioners in Tanzania's public service management. Moreover, it points out major transferable lessons from Tanzania's public service staffing practices, which are relevant to other organizations and HRM practitioners. Furthermore, in light of empirical study findings, areas of concern are highlighted including recruitment and selection, which Tanzania's public service needs to improve.

Introduction

> People are your power house … the importance of having top quality people is now well established. You can have systems and processes, knowledge banks and data warehouses, but if you do not have people with the right behaviours to use that knowledge or to apply that knowledge, then you will never maximize organizational performance (Grout and Perrin, 2002, p. ix).

The preceding quotation sets the scene for this article. Governments around the world are facing unprecedented staffing challenges. This is happening at a time when clients, citizens and political leadership are placing demands on

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both private and public organizations to increase, qualitatively and quantitatively, their performance levels and effectiveness in the delivery of services. The public is interested in quality services, emanating from the 'value for money' principle which is embodied in the New Public Management (NPM) paradigm. In addition, one of the major objectives of contemporary public service reform initiatives is to ensure sustainable performance improvements in public service delivery. Besides that, the political leadership's legitimacy, *inter alia*, depends upon the ability and effectiveness of public service organs.

The human resource is one of the most critical requirements in order for public service entities to be able to meet challenges and accomplish their mission, strategic goals and objectives. Public services, particularly in developing countries, need the right people, in numbers and quality, at the right time in the right jobs and in the right place. These are smart individuals who are capable of working hard as well as effectively and efficiently in order to satisfy the needs, wants and expectations of their customers, clients and the public in its entirety.

The success of governments, including their central administrative machinery and public services, depends on their ability to recruit and select job applicants with the appropriate talents and competencies. Talented people are neither readily available nor easily attracted and retained in organizations. At a time when public sector organizations in developing countries need to be most adept at enticing talented people into public service, their ability to do so is constrained by various systemic, technical and socio-political factors.

This article is specifically about recruitment and selection for the Tanzanian public service. It explores key issues about how and the extent to which the recruitment and selection function, which is a key area in Human Resource Management (HRM), is carried out. The strategic HRM model serves as a reference guide for examining the recruitment and selection function in the public service. In the light of the HRM conceptual and theoretical premises informing the staffing function, the article delineates the pluses, minuses and ensuing dilemmas and challenges facing human resource practitioners in Tanzanian public service management. Moreover, it points out major transferable lessons from Tanzania's public service staffing practices, which might be relevant to other organizations and HRM practitioners. Furthermore, in light of empirical study findings, I identify the areas

concerning recruitment and selection which Tanzania's public service needs to improve on.

Conceptual and Theoretical Antecedents

Concepts in the social and management sciences are elusive and context-sensitive; hence the need to give operational meanings to the key concepts as used in this work is inescapable. There is no scarcity of definitions for the concepts of recruitment and selection. In this work the concept of recruitment is loosely defined as the process and mechanisms used by the public service to searching for and obtain potential candidates for jobs in sufficient numbers and of adequate quality in order to create a pool of applicants from which to select the most appropriate people to fill vacant posts. Recruitment provides information about available positions and encourages qualified candidates to apply. Most people, especially non-HRM professionals, misconstrue the concept of recruitment, interpreting it as the process of searching for, attracting and selecting of staff. Fundamentally, such an interpretation is technically and professionally wrong.

I use selection to refer to all processes in which individuals are assessed for placement in roles within the public service, whether the applicants are internal or external to the service, permanent or temporary. Whatever the reason, the primary purpose of selection is to place individuals in the public service who can make effective and worthwhile contributions to it. As such, the recruitment process is seamlessly connected to selection, and together they are known as 'staffing' (Berman, 2000: 77). Both the processes are intrinsically intertwined, inseparable and mutually supportive. Selection begins where recruitment stops; hence the latter paves the way for the former.

Recruitment and Selection in the Context of the HRM Model

There is a consensus on the fact that the personnel management model has, arguably, outlived its usefulness and can no longer inform the staffing function for organizations in the contemporary employee management milieu. Organizations, including the Tanzanian public service, have adopted the HRM model which, by its philosophical and theoretical stances, is a distinctive approach to the management of staff in organizations.[1] The personnel management model draws heavily on the Weberian bureaucracy prototype whereas HRM sits well with the NPM paradigm.

Twenty-seven differences between HRM and personnel management models are well explicated in Storey's (1992: 35) and Bana's (2006c) seminal works and it seems that the debate on the personnel management-HRM dichotomy has been settled in both academia and for practitioners. However, it is indisputable that some organizations have, for the purpose of capturing the current fad, changed the names of departments, staff titles and academic courses from personnel management to HRM, without a thorough knowledge of the 'nuts and bolts' of the HRM model. Some practitioners in the staff management milieu 'talk the HRM talk' but in practice do not 'walk the talk!' For example, the Tanzania Public Service Management and Employment Policy is quite emphatic that:

> Implementation of the principles in this policy should bring about a fundamental shift in the management of Tanzania public service, especially the management of employees, as **'human resource management'** replaces the existing personnel administration concept. (My emphasis); (URT, 1999:36)

In the light of the above quote, one would expect the recruitment and selection processes in the Tanzanian public service to draw greatly on the HRM model. On the basis of the available theoretical and experiential evidence, HRM stands as a distinctive normative framework for managing staff in organizations.

Nonetheless the public service in Tanzania has adopted the HRM in name but not in substance. The pronounced rhetoric is that HRM practices in the public service should hinge upon the HRM framework but this is not necessarily a reality in practice. The following section situates the recruitment function within the mainstream HRM paradigm.

What is in HRM for the Recruitment and Selection Function?
The HRM model requires the management of staff in organizations to be carried out strategically. As such, HRM policies, systems and ensuing key practice areas, including recruitment and selection, must first be integrated into the overall vision, mission, strategic objectives and goals of the organization. This is what HRM practitioners and professionals refer to as *vertical integration*. Second, the key HRM practice areas, in their totality, should be implemented in a manner which permits mutual reinforcement so that one practice area supports the other(s). This is described as *horizontal integration*. In this light of this, therefore, recruitment and selection must

cohere both across Human Resource (HR) policy and transversely to practice areas as well as across hierarchies. The function must be carried out in a manner which achieves both vertical and horizontal integration. In this sense the matching (Michigan) model of HRM as shown in Figure 1 below is instructive.

Figure 1:   The Human Resource Cycle
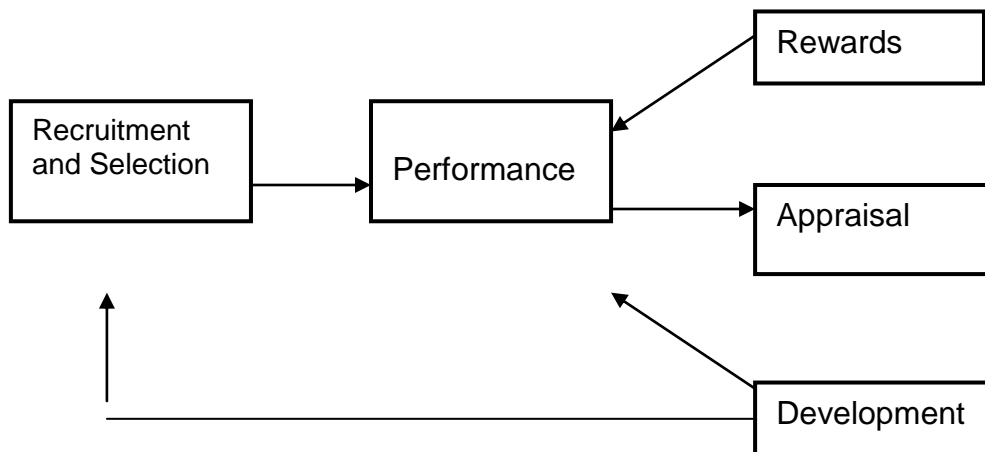
Source: **Fombrun, C. J. et al, 1984, p. 41**

Consonant with the HRM framework, recruitment and selection are not carried out in isolation. They must support other key practice areas and, in turn, recruitment and selection must be supported by other key levers of HRM. This brings about coherence and synergy in the management of staff in organizations. As shown in the preceding figure, the key human resource management levers must be internally integrated with each other so that they are functionally mutually supportive and reinforcing each other as well as externally integrated in an organizations' vision, mission and values (VMV) and strategic goals.

The second critical pillar on which the HRM model rests is the devolution of staff management activities and responsibilities, including recruitment and selection, to the line managers who are given the authority to carry out the key practice areas of HRM. The HR specialist assumes an expert advisory-cum-internal consultant role. This emanates from the belief that managing

human resources is too important to be left entirely to personnel specialists. HRM must be owned by all managers in the organization. In this regard the line managers in organizations, including the public services, are expected to participate effectively and play a pivotal role in the recruitment and selection of staff for filling vacant positions in their departments or units.

The third HRM precept, which has implications for staffing in public sector organizations, is the conviction that people 'can make a difference' (Mabey, et al, 1998: 1-13). This is because in the final analysis, it is human capability and commitment that distinguish successful organizations from the rest. It is upon this belief that the cliché 'human resource is a valuable asset' of an organization rests.

The fourth HRM pillar which is relevant to recruitment and selection is the urge for 'internal fit' and concern for quality (Bratton and Gold 1999). This suggests that in recruiting and selecting staff, the major concern of organizations should be to hire people whose personal values match the employer's values. A mismatch is likely to breed undesirable job performance. Moreover, the critical concern of organizations should be the recruitment and selection of people who value quality and are likely to be committed to the organizational culture and superior performance. This study was largely informed by the preceding conceptual premises, which are compatible with the soft variant of HRM. The following section illuminates the imperatives of the recruitment and selection function in organizations.

Rationale for Recruitment and Selection
One of the key levers of HRM is resourcing and staffing of the organization. This is important in order to ensure that the organization recruits, selects and ultimately appoints the right people for the right positions at the right time. Effective resourcing in an organization is fundamentally accomplished if two essential preconditions are met. First, the organization must have a definite policy that spells out the procedures and practices for effective recruitment and selection. Second, the organization must use reliable and valid selection tools to make hiring decisions. The selection devices should have predictive power so that qualified, rather than unqualified, candidates for the job are objectively discerned. A meaningful HR staffing policy is not only context sensitive but must at least pass certain tests. These include the ability to satisfy legal requirements and to ensure meritocracy, openness and competitiveness in the staffing processes and decision making.

The effectiveness of an organization, such as the public service, depends largely on the quality of the staff it employs. Research findings reveal a positive correlation between staff quality and the staffing methodology in use. An organization with quality staff essentially has a viable employee-resourcing policy and uses reliable and valid recruitment and selection techniques in employing people. Furthermore, research suggests that the manner in which employees are acquired and appointed is a major factor in determining the quality of organizational products or services, as well as the behaviour and performance of the workforce (Mullins, 2002). The evidence for the effects of employee selection on organizational performance is robust and of very longstanding (McCourt and Ramgutty-Wong, 2003). Likewise, empirical studies reveal that employees' skills and competences are best acquired by the use of effective recruitment and selection methods (West and Patterson, 1998; Beardwell and Holden, 2001). Consequently, effective employee resourcing is the linchpin of HRM. Ineffectiveness in recruitment and selection may lead to poor work performance, unethical conduct and unhealthy internal conflicts. Other consequences which emanate from an inadequate recruitment and selection system include low morale, job dissatisfaction and high labour turnover as well as unhealthy psychological relationships.

Synopsis of the Tanzanian Context
The public service is the central government's administrative machinery which needs the right people in the right job at all times in order to spearhead the implementation of public policies as well as the delivery of public services. Tanzania is, comparatively speaking, one of the world's poorest countries, ranked 162 out of 177 countries in the UN Human Development Index (UN Human Development Report, 2006). An estimate for 2002 suggested that 36 percent of the population was living below the poverty line, the GDP per capita (PPP) according to 2005 statistical data is $800 while Tanzania's external debt stands at $4.61 billion (CIA World Fact Book).

On the eve of independence in 1961 the post-colonial state leaders vowed to fight three development enemies, namely poverty, disease and ignorance. Unfortunately, the battle against these enemies has not been won. Undoubtedly, it is the public service, the government's fulcrum and strong arm, which has the responsibility for delivering public services to the satisfaction of citizens and the political leadership. The public service's delivery capacity, *inter alia,* depends on the quality, commitment and

competency of its human resources, which hinges upon how the recruitment and selection function is carried out.

The public service is expected to play a key role in facilitating the country's development. This can only happen if the service has a viable recruitment and selection policy, which it implements. An effective employment resourcing policy depends on a number of factors including well defined recruitment and selection procedures and practices, a well articulated VMV, a human resource plan, and valid and reliable selection instruments, which are intertwined ingredients in implementing the employee resourcing function. A thorough understanding of the management of the staffing function in the Tanzanian public service presupposes an examination of the past, which is to what we now turn.

Recruitment and Selection in the Pre-1990s Reforms Era
The recruitment and selection function, especially in the period preceding the Civil Service Reform Programme (1991-1999) (CSRP) and the Public Service Reform Programme (1992-todate) in the Tanzanian public sector, including the civil/public service, was not carried out professionally and the integrity of the function was gravely undermined. Unethical staffing in the public service was phenomenal. People were employed more on the basis of what HR practitioners refer to 'technical know-who' rather than 'technical know-how' and merit (Bana and McCourt, 2006). This is, by any standards, an unconventional practice and works against the major tenets of 'meritocratic' recruitment and selection principles.

The report of the Presidential Commission against Corruption in Tanzania, popularly referred to as the 'Warioba Report', divulges the prevalence of endemic corruption in staffing decisions in the public service (URT, 1996). Likewise, Hyden (1983) pointed to the 'economy of affection' as a critical hindrance, leading to prejudice and subjectivity in employment decisions, including staffing in the public sector in Tanzania and personnel administration systems in Africa. As such, staffing in public sector organizations depended more on personal connections rather than the individual applicant's competency.

The malfunctions in recruitment and selection in organizations culminated in adverse consequences, including breeding an unethical staff cadre. For instance, on the basis of their experience in the Tanzanian public service, Shelukindo and Baguma (1993) point out bluntly that the manner of

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recruiting and selecting staff was contaminated, culminating in a situation whereby Chief Accountants became 'Thief Accountants'; and Managing Directors became 'Damaging Directors' as well, one may also add that Chief Engineers became 'Thief Engineers'.[2] It seems plausible to argue that the prevalence of unethical staff in the public service in Tanzania was, partly, if not substantially, due to inadequate recruitment and selection methods, whose capacity to attract good employees and predict job performance behaviour was very low. Let us now turn to the study design.

Design of the Study and Methodology
The study on recruitment and selection in the Tanzania public service was anchored on the phenomenological paradigm and employed a case study strategy, relying on both qualitative and quantitative data. The paradigm is based on the way respondents experience social phenomena and reality in their own contexts and knowledge maps. It assumes that reality is socially constructed and can only be understood by examining the perceptions of the human actors (Hussey and Hussey, 1997). The 'triangulation' strategy, which entails the combination of methodologies in the study of the same phenomenon (Denzin and Lincoln, 2003, Saunders, et al 2003: 99) was used. The case study approach was used to achieve depth.

The sample for this study was four ministries and a department selected randomly from a list of seventeen ministries that carried out the recruitment and selection function under the auspices of the Public Service Commission (PSC), which had overall authority. These were four central government ministries, namely Labour, Youth and Sports Development; Finance; Community Development Women and Children Affairs; and Lands and Human Settlement Development. The Civil Service Department (CSD), an extra-ministerial department, was purposively included in the data-producing sample because of its central role in HRM and in the entire public service domain.

The case-study data came from both primary and secondary sources. Primary data gathering in 2002 took the form of interviews, questionnaires and focus group discussions. Secondary data comprised government reports and other relevant documents, and academic literature on HRM in the Tanzanian public sector. 204 respondents out of a sample of 252 returned the questionnaires, achieving a return rate of about 82 percent. These were heterogeneous employees drawn from the middle and lower positions. The actual number of interviewees was 48 out of 54 projected respondents, which

was an 89 percent turnout rate. These were government officials in senior management and leadership positions, including Permanent Secretaries, Directors and Assistant Directors, trade union leaders, and expatriates-cum-technical advisors for the Public Sector Reform Programme (PSRP). 37 (about 77 percent) out of 48 projected respondents produced data in two focus group discussions. These included participants from different central government ministries, the Civil Service Department, the Civil Service Commission, in-service post-graduate students, trade unionists and retired civil servants. These were selected randomly except for the retirees who were selected using purposive or judgmental sampling.

Data Analysis
Raw data from questionnaires was analyzed using the Statistical Package for the Social Sciences (SPSS) software. A total of 207 questionnaires were coded, producing a 'dataset' consisting 207 cases and 90 variables including the values of all possible response attributes in the questionnaire. Summarized statistics for cases and separate variables were also obtained by running the SPSS. Raw data from semi-structured interviews and focus group discussions were gathered by note-taking and audio tape-recording with the consent of interviewees. Recorded audio tapes were transcribed and word processed. The notes generated from audio tapes were very useful, especially in generating word-for-word quotations, which were used to draw conclusions and make generalizations.

The documents were critically read and the contents were analyzed in order to distil useful information. This was because documents are not neutral 'artefacts', which independently construct and tell social reality. They not only reflect, but also construct social reality and versions of events (May, 1997), depending on the value judgments of their authors. The analysis generated knowledge on the strengths and weaknesses of the recruitment and selection function in the public service. The next section presents the study findings.

Discussion of the Findings
Employment Policy: Its Genesis and Implications
Effective recruitment and selection, especially for a big organisation such as the public service, cannot be performed in a policy vacuum. The policy is of paramount importance for providing guidelines and procedures. In the absence of a clear policy on employment resourcing, an organization such as the public service may not employ the best people available in the labour

market. Hiring the right people for jobs in the public service is of paramount importance, but this is dependent on an effective recruitment and selection policy that aims at attracting and selecting the best talent for employment and rejecting unsuitable candidates.

Prior to the implementation of the CSRP, the government lacked a definite policy on employment and management. This, arguably, had resulted in blatant violation of rules, regulations and procedures set to guide recruitment and selection in the civil service. Several anomalies precipitated the formulation of the policy, these being:

i. Recruitment and appointment into the civil service was not based on competencies or ability. There was no mechanism to select better ones and leave out the incompetent ones.
ii. Recruitment and selection in the civil service was supply driven to accommodate school leavers and graduates of training institutions.
iii. Lack of established criteria for determination of vacancies that led to employment being carried out to fill improperly determined vacancies.
iv. The criteria for promotion were based more on seniority than merit. Thus decisions on who to promote were often based on 'intuition and ascriptive criteria' rather than on institutional development.
v. Movement from one type of job to another was done indiscriminately.
vi. There were many employment authorities for different cadres and among various organs. Their competency was not questioned.
vii. Non-transparency in employment decisions.

These problems were too acute and serious to be left unresolved. The formulation of the policy was timely for the purpose of redressing the seemingly appalling situation in the civil service. The policy was desirable for the purpose of transforming employment resourcing practices in the public service and the public sector in general. Its major thrust was to introduce and institute progressive people management practices consonant with the philosophical and practical stances of strategic HRM.

Public Service Management and Employment (PSME) Policy
A review of the documented sources as well as data gathered from interviews and focus group discussions reveal that Tanzania's government has an official macro-policy, namely 'The Public Service Management and

Employment Policy' (URT, 1999). Among other things, the policy spells out the modus operandi regarding recruitment and selection in the public service. The policy instrument is one of the derivatives of the CSRP, which was implemented from 1993 to 1999. The policy prescriptions provided remedial measures to numerous flaws that afflicted staff management in the public service. At face value, the policy portrays good practices compatible with contemporary conventions regarding employment resourcing. By delineating the strengths of the policy we are aware that in implementing it gaps exist between the espoused policy (policy rhetoric) and the policy reality on the ground. A critical analysis of the policy reveals, *inter alia,* the following major strengths:

- Recognizes the importance of Human Resource Planning (HRP) as an ingredient and a prerequisite for making decisions on how best to fill vacant positions in the public service. HRP is a precondition for recruitment and selection;
- Stresses the need to establish a *prima facie* case for recruitment before a public service institution embarks on the staffing process;
- Guarantees equal opportunity for employment in the public service and, as such, discrimination in public service employment has no room;
- Requires openness and transparency in the conduct of the recruitment and selection function;
- Prescribes necessary staffing procedures which organizations in the public service domain should follow to the letter;
- Emphasizes the need for objectivity and merit in order to inform selection decisions and to maintain an appropriate balance between academic, professional and other aspects including experience, past record and trainability;
- Sets a time limit for disclosing results to applicants which is no longer than ten days after completion of the selection process; and
- Prescribes entry requirements into the public service, including educational qualifications, minimum entry and retirement age, character, and conditions for employment of citizens and foreigners.

By any standard, the policy serves a useful purpose in the public service staffing arena. Moreover, it lays down a concrete foundation for cultivating an ethical culture in carrying out the staffing function in the public service. However, there were critical areas which the policy, by design or default, turns a blind eye to. It is to these that we now turn.

PSME Policy Limitations

Much as the policy has strengths in terms of its substance, objectives and prescriptions, it also has many systemic and technical limitations, including the following:

- The policy is normative and prescriptive, it answers almost perfectly the 'what' question but leaves the 'how' question regarding the execution of the staffing function in the service unanswered;
- It does not offer essential guidelines for recruiting and selecting senior and executive staff, including, Permanent Secretaries and Chief Executive Officers of public service institutions;
- The policy overlooks job analysis and labour market assessments, which are two critical elements in the pre-recruitment process;
- The policy does not provide guidelines to public service institutions on how to achieve vertical and horizontal integration in the recruitment and selection process; and
- The policy does not prescribe effective selection tools which may facilitate accurate prediction of job applicants' performance behaviour, including the need to match individual and public service values.

All the ministries, including the CSD, covered in this study articulated their vision and mission statements. One would expect the ministries to devise context-sensitive HRM policies that could be integrated into the macro-level policy framework. The micro-HR policies could inform recruitment and selection practices in public service institutions. However, the findings reveal a lack of HR policies at the ministerial level into which the recruitment and selection function could be integrated. A policy, defined as a course of action, is an important condition for guiding the staffing function. The legislation enabling the conduct of the function, including the distribution of authority for making staffing decisions, is very important. The next section focuses on the pieces of legislation governing the staffing function in the Tanzanian public service.

Presidential Prerogatives in regard to the Staffing Function

Tanzania's public service legislation is based on statute rather than common law. The statutory instruments governing recruitment and selection give the President enormous power. The Public Service Act, 2002 (Act No. 8 of 2002) vests the President with the authority to 'hire and fire', including recruiting,

selecting, appointing, promoting and transferring senior staff in the public service. These include the Chief Secretary, Permanent Secretaries, Deputy Permanent Secretaries, heads of independent departments, Regional Administrative Secretaries, Directors of City Councils or Local Government Authorities, Regional Commissioners, Director of Immigration, Director of Fire and Rescue Services, Clerk to the National Assembly, Attorney General, Ambassadors and High Commissioners (Section 5.-(1) a-d).

Moreover, the President appoints members of the PSC and its Secretary, who also serves the commission as its Chief Executive Officer, as well as other public servants as the President may from time to time determine (URT, 2003: Subsidiary Legislation Section 5. (1)). The PSC is an institution created to oversee recruitment and selection in the public service and ensure openness and transparency in the manner in which the President recruits, selects and finally appoints people to fill important posts in the public service.[3] The statutory instruments are silent on the *modus operandi* and procedures for appointing people to hold senior and executive posts in the public service. There is no agency or institution which could properly question the President's staffing decisions. There are no checks and balances for guaranteeing the public that presidential statutory powers on staffing are shielded from abuse or misuse.

Moreover, the Constitution of the United Republic of Tanzania (URT) which is the supreme law of the land vests all the executive authority, including staff recruitment and selection, in the President as an individual political leader rather than the Presidency as an institution. A law enabling the President to exercise this power is enshrined in the constitution. Article 34 (4) reads:

> The authority of the government of the United Republic shall be exercised by either the President himself or by delegation of such authority to other persons holding office in the service of the United Republic (URT, 1998: 34).

Furthermore, Article 35 (1) decrees that:

> All executive functions of government (*including staff recruitment and selection*) of the United Republic shall be discharged by officers of the government on behalf of the President. (My own emphasis)

While some of his powers may be delegated to the PSC, the Permanent Secretary, President's Office - Public Service Management (PO-PSM), or any public servant, however the law stipulates that:

> A delegation or authorization made under this section shall not preclude the President from himself exercising any function which is the subject of any delegation or authorization (Public Service Act, 2002; section 21.-(4)).

This is appropriate and in consonance with the fact that delegation in all its forms is not abdication. The PSC is vested with power 'to advise the President through the PO-PSM in respect of the exercise of his power of appointment as the President may require' (Public Service Regulation, 2003; Section 28.-(1a)). However, the President is not compelled to accept advice given to him by any statutory organ in Tanzania on HRM matters, including decisions on staff appointments for government posts. The Public Service Act, 2002 is emphatic on this point. Section 22 states as follows:

> For the avoidance of doubt it is hereby declared that the conferment on the commission of the duty of giving advice to the President in respect of the exercise of any of the functions vested in the President, shall not preclude the President from seeking advice in respect of the exercise of any functions from any other person

From the preceding legal provisions, it seems plausible to point to out that on matters pertaining to HRM, including recruitment and selection, the President has enormous power. He can flex the muscles that the law has endowed him with in an almost casual way and, generally, regarding staffing decisions in the public service he is the '*Alpha and Omega*'. This is reinforced by the Public Service Act, 2002, Section 32.-(1) which stipulates that:

> The question whether the President validly performed any function conferred on the President by Article 36 of the constitution or by this Act shall not be inquired into by, or in any court, subject to the provision of subsection 3.

It is also imperative to note that the Constitution of the URT confers power on the President to constitute and abolish any office as well as the authority to appoint officers in the public service (URT, 1998: Article 36. - (1) and (2),

p.35). In the light of this we asked respondents to reveal their perceptions regarding appointments to senior and executive posts in the public service. The responses are shown in Figure 2. About 56.6 percent of all respondents were largely dissatisfied with the manner in which senior and executive appointments were made in the public service while 39.6 percent were either very satisfied or fairly satisfied. This did not pave the way for healthy psychological relationships in the public service.

Figure 2:   Employees' Perception of Decisions on Appointments to Executive Posts
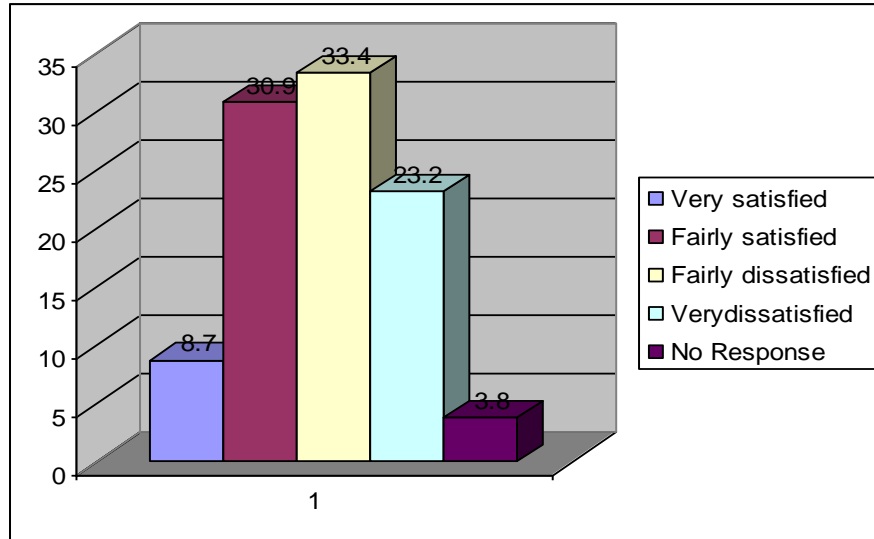
Recruitment Process and Practices

The recruitment process combines three interdependent components, namely establishing a *prima facie* case for recruitment, job analysis and labour market assessment. The findings reveal that the first component was given sufficient attention[4] but the other two were not. This was partly but significantly due to the fact that most HR practitioners in the public service either lack sufficient knowledge of HRM theory and practice or are not given the opportunity to carry out HR work in a conventional sense. Most of the descriptions of HR advertised in newspapers do not include job analysis competence as one of the necessary requirements. There were was compelling evidence that recruitment and selection in the public service did not feed on human resource planning information. The public service, including Ministries, Departments, and Agencies (MDAs) did not have a reliable data base. The government ministries had no statistical information on their short-term, medium-term and long-term staff requirements in terms of competencies and numbers, including data on staff demand and supply forecasts.

Job Marketing-cum-Advertisements

This study sought to identify the extent to which job advertisements for the public service satisfy conventional norms and requirements. We reviewed several job advertisements in the newspapers. However, for the purpose of illustration, we randomly selected and analyzed job advertisements by two public service entities, namely, the Ministry of Natural Resources and Tourism and the PSC for the Principal Human Resource Officer Grade II post. The advertisements provided specific information as shown in the Table below.

Table 1: Excerpts of Job Advertisements by Selected Public Service Entities

Contents	Ministry of Natural Resources and Tourism	Public Service Commission (PSC)
Qualifications	• Masters or postgraduate Diploma in one of the following: Human Resource Management; Sociology; Public Administration or Manpower Planning from a government recognized institution. • Working experience of not less than **ten years** in Human Resources or Public Administration.	• Masters or postgraduate Diploma in one of the following: Human Resource Management; Sociology; Public Administration or Manpower Planning. • Has passed proficiency Examination for Human Resource Officers. • Must have **seven years** of practical working experience in similar field. • Computer literacy an added advantage. • Age should not be above 45 years for new entrants. • The PSC is an Equal Opportunity Employer.
Duties and Responsibilities	• To prepare plans for on-the-job training; • To prepare long and short-term human resource requirement; • To prepare personnel emoluments for the ministry; • To assist in coordinating all matters of recruitment, confirmation and promotion	• To initiate and propose various policies, rules and regulations on training and staff development; • To initiate and prepare criteria to be followed in estimating training needs; • To carry out on-the-job training; • To participate in the

	according to the procedures; • To monitor the implementation of personnel activities in the ministry; • To carry out field visits for monitoring personnel issues in the regions; • To ensure that the ministry's seniority list is updated and maintained; • To interpret and implement **civil service** regulations, standing orders and circulars; • To identify and advise on proper human resource planning; and • To assist in conducting staff performance appraisal.	nomination of employees training; • To provide interpretation and implementation of the Public Service working documents; • To implement various Laws and Regulations; • To collect and analyze various records which are related to human resources; • To plan and conduct research on the availability of human resources in line with the approved budget and office requirements.
Remuneration	• Remuneration will be in the line of Public Service salary scale at TGS. G	• Remuneration in line with the current government pay scale (TGS G) and other terms and conditions of the Public Service.
Mode of Application	• Applications must be hand written and attached with photocopies of relevant certificates/Diploma/Advanced Diploma /Degrees. • One recent passport size photograph and a detailed CV. • Applicants who are employed with the public service should route their applications through their employers. • Applications without relevant documents will not be considered; • Applications should have reliable contact postal address and telephone numbers;	• All applicants must be in own hand writing and showing the reliable contact postal address and telephone numbers of the applicants. • All applications must be accompanied by photostat copies of certificates of the applicants and detailed CVs plus 3 passport size photos; • All applicants who are currently employed by the government or parastatal organizations must channel their applications through their respective employers; • All applications should be addressed to: **Secretary, President's Office, Public**

		Service Commission
	• Women are highly encouraged to apply; • Only short-listed applicants will be contacted for an interview. • Applications should be addressed to: **Permanent Secretary, Ministry of Natural Resources and Tourism, P.O. Box 9372, DSM**	
Deadline	• Set and specified	• Set and specified

Pluses of Advertisements

The advertisements seem to carry sufficient information on job description and personal specifications, which is necessary for a conventional job advertisement. The duties and responsibilities were adequately detailed. Moreover, the PSC advertisement has an equal opportunity employment standard phrase, indicative of the Tanzanian public service's commitment to human rights and its dedication to be an equal opportunity employer on the other. Information on the pay grade, closing dates for receiving applications and addresses where applications should be sent was explicitly provided.

In addition, the need to accommodate diversity through affirmative action or positive discrimination was well taken care of. The advert by the Ministry of Natural Resources and Tourism carries an important message stating that women are highly encouraged to apply'. Overt welcoming of applications from disadvantaged groups sends an equal opportunity for employment message. This attests to the fact that the public service had made a deliberate decision to enable women to access employment. It is a historical fact that due to socio-cultural and historical reasons, the chance of women being employed in the public service and elsewhere had been limited or denied. This was a positive step towards gender mainstreaming and addressing diversity issues in staffing the public service. It seems plausible, therefore, to conclude that, to a great extent, advertisements of jobs for the Tanzanian public service scrupulously complied with most of the required standards.

Minuses of Advertisements

Much as job advertisements meet the necessary conventional requirements, there were serious omissions in the adverts that could reduce the public

service's ability to attract the best people available in the labour market. Information on the public service's VMV was not included in the advertisements. The image of Tanzania's public service is embodied in its VMV, which serves to achieve what HRM practitioners and professionals refer to as a 'Person-Organization fit (P-O fit). Congruence of values between the organization and its staff is a prerequisite for creating a sense of belongingness, commitment and an amicable organizational culture, which are essential ingredients for healthy psychological relationships.

Some of the information in the advertisements was patchy and inadequate. For instance, on remuneration, the public service jobs advert showed the salary grade only, but did not reveal the salary range including the starting salary as well as its ceiling. Serious applicants for job vacancies are partly, but significantly, influenced by the exact pay levels. There was no reason for concealing salary figures because the public service does not implement a secret pay policy. Moreover, the total reward package, including financial and non-financial rewards, was not disclosed to applicants.

There was somewhat of a mismatch and inconsistencies between the Public Service Act, 2002 and some of the requirements for employment in the public service as shown frequently in the advertisements. For instance, most of the job advertisements for vacant posts in the service set rigid age limits which, in most cases, are either 35 or 45 years. This practice contravenes the requirement of the law governing employment in the service. The Act prescribes both the entry and exit-cum-retirement age which is, respectively, eighteen and sixty years. The age limit criterion is incompatible with the public service claim that it is an equal opportunity employer. Age discrimination in employment does not sit well with Article 22 (1) and (2) of the constitution of the United Republic of Tanzania which stipulates that:

> Every person has the right to work. Every citizen is entitled to equal opportunity and the right on equal terms to hold any office or discharge any function under the state authority (URT, 1998: 25)

We learn from adult psychology that aging is of no relevance to an individual's performance. Age discrimination undermines the integrity of the recruitment process and indeed to some extent constitutes a breach of the constitution. The Public Service Regulation 19.-(2c) stipulates that under special circumstances certain persons may be engaged in the public service to serve on contract terms, including a 'citizen who is first appointed to the

public service after he has attained the age of forty years.' There is an anomaly in this provision because all employees in the public service work on specified different contract terms. This may include permanent of fixed short-term employment contracts.

The Public Service Regulations, Section 17.-(3), prohibits certain categories of people from seeking re-engagement or employment in the public service. It reads:

> No person who has been removed or retired from the service in the public interest or by retrenchment or redundancy shall be appointed in the Service without prior sanction of the Chief Secretary (URT, 2003: 20).

This condition is somewhat obnoxious. On the one hand it is comprehensible for those who have been retired or removed from the service in the 'public interest or on disciplinary grounds, but there was no good reason for prohibiting re-entry into the public service by persons who had been retrenched or declared redundant. Retrenchment and redundancy are necessary for the purpose of rationalizing employment by rightsizing or downsizing the public service. This is merely a separation that should not limit re-engagement. In the light of this requirement, it seems that retrenchment and redundancy are an employee out (exit) strategy, which is misconstrued as a punishment or disciplinary action. This is a serious anomaly.

Recruitment and selection is one of the key functions in HRM, which has to be carried out by professionals. However, in the light of the advertisements for the HR job in the public service, it seems that posts in HRM were open to people with different backgrounds, experience and educational qualifications. People trained in law, HRM, Sociology, Public Administration or Manpower Planning all qualify for the HR officer post in the public service. This makes the HRM function somewhat of a 'jack of all trades', which can be carried out by amateurs and generalists rather than HR professionals and specialists. This is a fundamentally wrong approach to the contemporary staffing arena. HRM is a profession, just like law, medicine, teaching and accountancy; hence it must be the preserve of qualified people with a track record and who are well aware of the 'dos and don'ts' and ethical conduct governing HRM work.

One of the requirements for the Human Resource Officer Grade II was for an individual to have 'passed the proficiency examination for Human Resource Officers.'[5] This requirement generates more heat than light. So far, there is no institution or authority in Tanzania which is competent enough to offer professional accreditation to HRM practitioners. There is no Professional Regulatory Authority in Tanzania which takes care of HR professionals in terms of registration and enforcement of ethical conduct.

In most cases the advertisements require job seekers to submit hand-written application letters. The purpose of this requirement, in the Tanzanian context, is unclear; hence questionable. One expects this requirement is used to inform the employee selection decision. However, anecdotal evidence reveals that this is not the case regarding staffing in the public service. We did not witness a single case which involved the analysis of handwriting features such as size, slope, space connection and pressure in order to generate a graphological profile, which can be used to infer personality, cognitive and social characteristics of an applicant in order to contribute to a judgment about job suitability.

It seems the public service was insensitive to gender-biased job titles. Some of the job advertisements carried a title 'Manpower Planning' which is not a gender neutral phrase. This did not sit well with the Tanzanian government's commitment to redress gender discrimination in the public service.

Recruitment Strategies

Press advertising was the major way of attracting applications for vacant posts in the public service. Most advertisements were placed in local newspapers, both tabloids and broadsheets. The vacancies in the public service were predominantly announced in the two broadsheets which are published in English, namely the *Daily News* and *the Guardian*. Evidence exists that newspapers published in Kiswahili, especially the satirical ones, have a wider readership than those in published in English. In a country whose territory measures 945,087 square kilometres, it was possible that some top-class applicants did not access newspapers at the appropriate time. Anecdotal evidence reveals that newspapers may take, on average, 5-7 days to reach certain upcountry areas. Advertisements were not placed in papers with a wide readership in the country as indicated in Table 2.

Very few adverts for public service jobs appeared in newspapers published in Kiswahili, which have a wide readership. Although, a good number of

public service organizations had websites, they seldom used the internet for advertising jobs. Some ministries provided scant information in newspapers, consequently directing potential applicants to access detailed information from their websites.

Table 2: Newspapers Readership and Circulation of Top Dailies in Tanzania, 2002

Newspaper Title	Format	Publisher	Circulation (Daily)	Readership [6]
Mwananchi	Tabloid	Mwananchi Communications Ltd	24,000	120,000
Majira	Tabloid	Business Times Ltd	23,000	115,000
Nipashe	Tabloid	IPP-Media Ltd	16,000	80,000
Daily News	Broadsheet	Tanzania Standard Newspaper	13,000	65,000
Mtanzania	Tabloid	Habari Corporation	12,000	60,000
Guardian	Broadsheet	IPP-Media	9,000	45,000
The African	Tabloid	Habari Corporation	5,000	25,000
Uhuru	Tabloid	Uhuru Publishers	3,000	15,000

Source:http://www.warc.com/LandingPages/Data/NewspaperTrends/PDF/Tanzania.pdf

Unfortunately, the information was not posted on the website at the right time. Other MDAs devoted space on their websites to vacant posts but they rarely furnished information about them. Although the use of the internet (E-Recruitment) for job advertisements is encouraged due to advancements in Information and Communications Technology (ICT), it seems this method could be used more effectively because of the considerable increase in the number of internet users in Tanzania. Statistical data shows that in 2005 Tanzania had 6 Internet Service Providers (ISPs), 8,609 internet hosts and

333,000 internet users (CIA World Fact Book). This suggests that E-Recruitment would be an appropriate way of reaching many people, hence complementing traditional newspaper advertisements.

The public service did not use radio stations for advertising jobs, although the number of people accessing information via FM radio was very high, that is more than 9 million. The country has twelve AM stations, eleven FM stations and two SW radio stations. Although radio advertising is an expensive recruitment strategy, its outreach potential is superior to other strategies. Tanzania has five television broadcasting stations, but these were not used to reach potential job applicants in the labour market possibly due to cost. Moreover, advertisements were not placed in professional and trade journals, although there were more than fifty professional associations in Tanzania. Some of the associations either did not publish journals at all or their publications were irregular and unreliable, consequently making this strategy ineffective cost-wise.

The public service does not have a culture of organizing 'recruitment fairs' and does not visit schools and colleges for recruitment purposes. Neither university 'milk rounds' nor 'career conventions' were used by the public service as a recruitment strategy. We are aware of the fact that no single recruitment strategy is superior to the others and can claim to be error free. All recruitment strategies have merits and demerits. Thus, the use of multiple strategies for recruitment could be more appropriate and desirable than relying on newspaper advertisements alone in order to reach all serious job applicants.

Selection Process and Devices
A selection decision is a fundamentally discriminatory verdict as the employer discriminates between applicants on the basis of suitability and ability. It involves a screening process in which suitable candidates are retained and unsuitable candidates are rejected and, consequently, eliminated from the race for jobs. However, an effective and objective selection process presupposes the use of valid and reliable selection techniques. These should provide reliable information on the suitability and ability of candidates. The selection devices must be able to provide data which may help to predict the candidates' performance in relation to vacant job requirements. The selection techniques are essentially job performance predictors, hence they must have predictive validity.

The study findings revealed that the public service sifted applications largely on the basis of an applicants' qualifications, job description and personal specification. Moreover, the applicants' CVs, which provided *biodata,* were used for the short-listing exercise. These were appropriate strategies consonant with progressive employee selection practices. However, this was carried out internally by the employer although, if the need arose, it could be subject to scrutiny by the PSC, which has the power to facilitate and monitor compliance with merit-based recruitment and selection practices in the public service. The findings further revealed the absence of openness and transparency in short-listing applicants, making it difficult for applicants to voice their discontent or grievances about short-listing decisions. Unfortunately, most organizations in the public service domain did not use application forms.

The interview technique, in the form of panel interviews, was predominantly used in all selection processes in the public service. In a few isolated cases pen-and-paper tests complemented the interviews, particularly for posts in the junior grades. Although it is largely acknowledged that interviews are widely used in the selection process, research evidence highlights serious limitations associated with the technique. These include the 'self-fulfilling prophecy', 'stereotyping', 'halo and horns', 'contrast', 'similar-to-me', and 'personal liking' effects (Anderson and Shackleton, 1993). In addition, a wide consensus exists on the fact that the interview technique is a poor predictor of candidates' performance on the job. We are aware of the fact that there is no single selection device which has a hundred percent predictive accuracy. However, the use of a single selector alone did not serve a useful purpose. Nothing could go wrong if multiple selection tools were used in order to complement each other and/or cross-validate data on the potential performance of job candidates.

Interviewing requires trained and skilled individuals who are competent enough to conduct interviews in a professional and responsible manner. The field data revealed some anomalies in the manner in which interviews were conducted in the public service. It was showed that interviewees were not asked the same questions, questions were not structured, and sometimes the rating system was not clear or used at all. Forty-one respondents, including interviewees and participants in the FGD, revealed that, on numerous occasions, they had participated in panel interviews, of whom 37 (90.2 percent) had not received any training in interviewing. A participant in a FGD told us that:

> Some of the interviewers asked me **knockout questions** which were acutely unrelated to the job description and personal specification regarding the post I had applied for in the Ministry of Finance. Some questions were targeted at my private life and aroused emotions. I considered walking out of the room even before the end of the session. (My emphasis)

Such questions were destructive and portrayed a bad image of the ministry and the public service in its entirety. The candidate was psychologically tortured and with such an experience one would not consider applying again for jobs in that ministry. Trained, experienced and professional interviewers would essentially refrain for asking silly and out of context questions. Some of the selection interviews in the public service were not structured with pre-set questions for all candidates. In such a situation consistence, reliability and validity of the interviews could not be guaranteed.

There is no single best approach for selecting staff for employment. The 'one-size-fits-all' model does not pave the way for a reliable and objective selection system. It was incomprehensible for public staff to select applicants solely on the basis of interview data. Research evidence shows clearly that the interview is an inefficient tool for predicting success in a job. Empirical data show that only 94 out 1,000 interviewees respond honestly in conventional interviews (Armstrong, 2006). There is no scarcity of selection tools for recruitment. One wonders why the public service did not complement interviews with other selection devices, including psychometric and aptitude tests as well as pen and paper tests, assessment centres and graphology. Although applicants were required to submit hand-written applications, the findings showed that the public service selection panels did not include qualified graphologists for predicting the candidates' personality traits and performance behaviour using hand-written letters.

Most respondents in FGD and interviews showed that reference checks and application forms did not feature as predominant tools for informing selection decisions in the public service. Personal referees of course were required but, in most cases, they are entirely useless. Present or previous employers are more likely to provide factually correct information about the candidate than personal referees who, in most cases, have personal connections with job applicants. Unfortunately, criminal record checks were not carried out. It is possible that the government machinery carried out criminal checks for certain categories of staff, probably those in the upper

echelons of the public service, however, this was not spelt out in the statutory instruments governing the selection process. In addition, there was no initiative to verify, beyond doubt, with respective colleges and universities the candidates' qualifications. Anecdotal evidence shows that one in eight candidates falsify or exaggerate their qualifications (Armstrong, 2005).

Employees' Perceptions of Recruitment and Selection
The employees' perceptions regarding the manner to which the recruitment and selection function was carried out in the public service was crucial in two different ways. First, perceptions profoundly influence public servants' psychological state. Second, they showed whether or not recruitment and selection policies and practices, in the light of employees' experience, were conducted in a fair, impartial, transparent and objective manner. This study sought to uncover the feelings of employees on various decisions pertaining to the conduct of the recruitment and selection function in the public service. The findings, based on a four-point assessment scale, are presented in the Table 3.

Table 3: Employees' Perceptions of Recruitment and Selection Decisions
(N= 207)

Selected Decisional Areas	Perceptions Assessment Scale (Frequency Responses)				
	Very satisfied	Fairly satisfied	Fairly dissatisfied	Very dissatisfied	No Response
New appointments	19	69	63	47	8
Promotions	16	50	92	37	12
Vertical and horizontal transfers	15	63	105	18	6
Recruitment & selection processes	19	44	98	42	4
Openness and transparency	3	85	75	35	9
Equal employment opportunities	20	115	54	6	12
Merit and seniority	12	127	45	19	4
Educational attainment	71	25	93	7	11
Fairness in promotion & appointment	37	32	102	7	29

Fairness in recruitment and selection	17	73	91	21	1
Total	**229**	**683**	**726**	**239**	**96**

Dissatisfied respondents outnumber those who felt satisfied with how the recruitment and selection function was carried out in various aspects. Many of the responses (49 percent) had a high level of dissatisfaction as regards the manner decisions pertaining to specific key aspects of staff recruitment and selection were made. However, there was a statistically significant number of responses (46 percent) showing satisfaction with how recruitment and selection were conducted in the civil service. The difference between feelings of satisfaction and dissatisfaction is statistically significant. This indicates that recruitment and selection were not conducted in a manner perceived by staff to be fair and just. The findings suggest a high degree of unfairness. We are aware of the fact that most of the respondents were not HR experts; hence they were not conversant with the best practices on staffing. However, this does not mean that they could not form opinions on recruitment and selection in the public service.

Employees' Perceptions of Critical Staffing Vices
Empirical evidence points to petty, grand and endemic corruption as the root cause of most problems afflicting public organizations, including the public service in Tanzania. The Presidential Commission against Corruption in Tanzania revealed the prevalence of corruption in public service entities (URT, 1996). However, the report does not show exactly the extent to which the vice plagued the recruitment and selection function. Despite various interventions and demonstrable commitment by the political leadership geared at combating corruption, evidence reveals that corruption is still rampant in the country which is rated as one of the most corrupt countries in Sub-Saharan Africa. The annual survey data by Transparency International (TI) attests to our observation as shown in the Table 4.

Table 4: **Corruption Perceptions Index in Tanzania**

Year	Countries	Tanzania's Rank	CPI Score [7]	Lowest CPI Score	Highest CPI Score	TCR	LCR	HCR
2005	159	88	2.9	1.7	9.7	2.6-3.1	1.3-2.1	9.5-9.7
2004	146	90	2.8	1.5	9.7	2.4-3.2	1.2-1.9	9.5-9.8
2003	133	92	2.5	1.3	9.7	2.0-3.3	0.3-2.2	9.2-10.0

| 2002	102	71	2.7	1.2	9.7	2.0 - 3.4	0.3-2.0	8.9-10.0
2001	91	82	2.2	0.4	9.9	1.6 - 2.9	-1.7- 3.8	9.2-10.6
2000	90	76	2.5	1.2	10.0	2.1 - 3.5	0.6-2.1	9.0-10.4
1999	99	93	1.9	1.5	10.0	n.a	n.a	n.a
1998	85	81	1.9	1.4	10.0	n.a	n.a	n.a

n.a = not available; **TCR**=Tanzania's Confidence Range; **LCR**=Lowest Confidence Range; **HCR**= Highest Confidence Range

Source: Transparency International (various CPI annual reports) at: http//www.transparency.org

In the context of the foregoing, it seemed compelling to solicit public servants' views on whether the staffing processes and decisions were tainted with corruption and associated malpractices or not. The employees' responses are shown in Figure 3.

The employees' perceptions reveal that staffing decisions in the public service to a great extent disregarded the conventional best practices prescribed in the HRM literature. The government had put in place several measures to combat corruption, including the creation of a ministry in the President's Office responsible for good governance, strengthening the Prevention of Corruption Bureau (PCB), implementing the Anti-Corruption Strategy and Action Plan (ACSAP), and creating a full-fledged ethics division in the PO-PSM following the implementation of the PSRP. These initiatives and strategies have not, in any significant ways, altered public servants' perceptions of unethical conduct in staffing processes and decisions in the service.

Figure 3:   Employees' Perceptions of Corruption's Influence in Staffing the Public Service
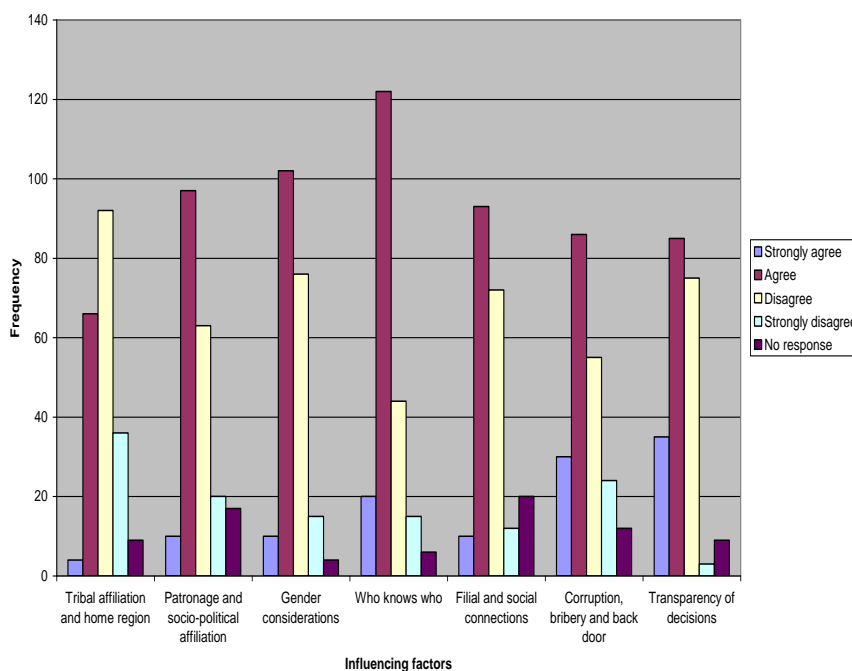
There were a lot of placards on government office notice boards and walls which conveyed anti-corruption messages such as '*This is a Corruption Free Zone*' and '*You are Now in a Corruption Free Zone*. In the light of the findings of this study, the feelings of employees showed that the recruitment and selection function in the public service was still plagued with unethical practices. The mindset of employees was characterized by suspicion and distrust regarding how the recruitment and selection function was carried out. This undermined efforts geared at creating a desirable healthy psychological environment upon which the desired performance improvements hinge. Lack of openness regarding decisions and competition in appointments, particularly for senior and executive posts, creates suspicion about the staffing process. Openness and transparency in staffing processes and decisions not only enhances the integrity of the HRM function but also minimizes perceptions of the prevalence of corruption. This is more so in Tanzania where empirical and anecdotal evidence shows that the

system is not free from the corruption. Despite government measures to combat corruption, most of the respondents believed that the recruitment and selection function was not free from corruption and related vices.

Adherence to Recruitment and Selection Procedures

Staffing decisions in the public service are required to follow to the letter the procedures prescribed in the statutory instruments and authoritative guidelines. We learn from policy analysis that a gap between theory and practice is a common phenomenon in policy processes. Likewise, studies reveal acute deviations between policy rhetoric and reality (Legge, 1995). In June 2005 the PO-PSM issued "*the State of the Public Service Report 2004*" which showed the extent of compliance with prescribed staffing procedures. Specific findings on twenty-two specific recruitment and selection variables are shown in the table below.

Table 5: **Compliance Inspection Results for Recruitment and Selection** (N=52)

No.	Procedure	Frequency	Percentage
1	Employment permit requested from PO-PSM	38	73
2	Permit approved	43	83
3	Post advertised	22	42
4	Qualifications quoted in advertisement	22	42
5	Advertised qualifications matched scheme of service	22	42
6	Selection criteria defined by employer	31	60
7	Selection criteria included qualification and experience	30	58
8	Number of applicants was recorded	21	40
9	Candidates were short-listed	26	50
10	Short-listed candidates met criteria	26	50
11	Interview sessions were held	37	71
12	Letters were sent to unsuccessful applicants	0	0
13	Medical check was carried out	51	98
14	Appointment letters were issued	40	77
15	EB 1 form completed	42	85
16	Recruited candidates met the minimum qualifications	37	71
17	Section B of the EBM form was completed	42	81
18	Section C of the EBM form was completed	37	71
19	Section D of the EBM form was completed	0	0
20	Section E of the EBM form was completed	0	0
21	Official Section of the EB 1 form completed	0	0
22	Details entered into payroll database	52	100

Source: PO-PSM (2005). *The State of the Public Service Report 2004*, p. 40

The PO-PSM (2005: 40-41) survey findings, to a reasonable extent, confirmed the perceptions of the employees-cum-respondents of this study. Among other things, unprocedural tendencies and shortcomings were highlighted in the seminal PO-PSM report, which most public organizations, particularly in developing democracies, do not make public. In addition, the report shows that:

- Overall, recruitment procedures were adhered to by 67 percent. What is surprising is that unsuccessful candidates were not informed accordingly;
- Record keeping on recruitment and selection was poor and there was widespread lack of documentation of the decision making process and outcomes;
- Recruitment and selection appear to done non-competitively and non-transparently;
- There was evidence that in only 42 percent of cases were selection criteria well defined; and
- The process of recruitment and selection seemed to take a very long time; for instance, it took, on average, 2.7 months to have an employment permit approved and 3.4 months between the time of the last interview and the employees' appointment.

In the light of the preceding, it is evident that the recruitment and selection function in the public service had several inadequacies and inconsistencies which deserve serious attention in order to ensure the smooth-running of the function in the public service. Despite the weaknesses, there were several transferable lessons which could be drawn from the Tanzanian public service regarding the execution of the recruitment and selection function. It is to these that we now turn.

Transferable Lessons on Recruitment and Selection
Much as there were many systemic and endemic shortcomings in the manner in which the staffing function was carried out in the public service in Tanzania, there are several examples of good staffing practices which are worth emulating and which could benefit other institutions as well as HR practitioners and professionals in the country and elsewhere. The major transferable lessons which are worth pointing out include:

- Recruitment and selection are critical processes which should not be carried out in a policy and legal vacuum. The function and ensuing

practices or decisions in the Tanzanian public service are carried out within the parameters of specific policy, legal and institutional frameworks;

- Effective management in the modern era depends profoundly on decentralized by devolution (d & d) structures. The staffing function in the public service for operational service, junior and middle general service posts is to, a large extent, delegated to the MDAs;

- In developing nations, including Tanzania, deliberate decisions have to be made to extend employment opportunities in the public service to disadvantaged and vulnerable groups. The Tanzanian public service is an equal opportunity employer, at least, at face value, and encourages women to apply for vacant posts;

- Checks and balances as well as a regulatory framework are required in order to ensure compliance with the legal and policy requirements governing recruitment and selection in the public service. Tanzania has a full-fledged Public Service Commission which is vested with the authority to ensure that staffing in the public service is carried out on merit principles and follows prescribed procedures; and

- Continuous follow-up is a magic word in management. The public service in Tanzania has a system of auditing the implementation of the key functions of HRM. The report on the State of the Public Service 2004 is instructive. This generated useful information on how the HRM functions, including how recruitment and selection are carried out. Areas requiring improvements are illuminated and remedial measures are initiated and implemented.

In the light of the study findings as well as success stories regarding staffing practices in the Tanzanian public service, it seems plausible to delineate specific areas where the government's administrative machinery needs to make a difference in order to add value to the management of the recruitment and selection function. The following section points to a number of issues that the Tanzania public service ought to address for the betterment and smooth-running of the recruitment and selection function.

Remedying the Staffing Function in the Public Service
There is a consensus among HR scholars and practitioners on the cliché that human resources are a valuable asset of an organization, including public service entities. This makes employee resourcing a critical function of HRM. The public service, and indeed, the government of Tanzania, can make a difference by taking deliberate measures to streamline and improve the management of the recruitment and selection function. In order to introduce

and institutionalise good staffing practices in public institutions consonant with the HRM framework, the following issues deserve attention.

- It is imperative to recognise the personnel management-HRM dichotomy. So long as staff management in the public service, by policy, is anchored in the HRM model, recruitment and selection should be strategically integrated or aligned with other HRM functions in order to attain coherence, mutual reinforcement and synergy. Additionally, relative staffing authority should be devolved to line managers in order to enable them to 'buy in' to appointment decisions made by the appropriate authorities.
- The Constitution and the public service legislation in Tanzania confers on the President too much power in the management of staff in the public service, specifically the authority to make appointments to senior and executive posts. The best approach is to put in place mechanisms for ensuring transparency, openness as well as checks and balances regarding how the President exercises statutory staffing powers. For instance, some Presidential appointments to senior and executive positions in the public service could be endorsed or approved by either Parliament or its committees, which are, implicitly, oversight institutions. This would enhance the integrity of the function and reduce the skeptics.
- Recruitment and selection is a very sensitive function; hence it needs to be carried out professionally and it is too important to be left in the hands of non-HRM professionals (generalists and amateurs). It seems that the public service employs the non-HRM professionals to carry out the HR work, including recruitment and selection. Implementation of the staffing function should be placed in the hands of HRM professionals and experts.
- An effective recruitment process combines three interdependent elements of establishing a *prima facie* case for recruitment, job analysis and labour market assessment. The public service did well in the first requirement but its performance in the other pre-recruitment processes was somewhat poor. Job analysis and labour market information should be gathered regularly and used to inform the recruitment process.
- The public service should consider using various recruitment methods in order to reach a large population of potential job applicants instead of relying solely on print media advertisements. Professional journals, recruitment fairs, university milkrounds,

careers conventions and intranet and internet systems are some effective recruitment strategies which the public service can use to complement advertisements in English language newspapers in order to generate a large pool of aggressive job seekers from which to select the 'best of the best' for vacant jobs.

- The public service should consider designing a website which should be solely dedicated to advertisements of job vacancies in all institutions falling under its jurisdiction, including government MDAs. This would facilitate easy access to job information, paving the way for the sustainable growth of a E-Recruitment strategy.

- There is widespread concern over the erosion of ethics which undermines the integrity of the public service in Tanzania. In this regard reference checks from previous employers as well as criminal record reports should be essential requirements for informing sifting and selection decisions.

- Research evidence shows that the predictive validity of interviews regarding job candidates' performance is comparatively low. It is high time the public service decided to complement the interview with other selection devices such as the psychometric tests, assessment centres and pen-and-paper tests. The interview technique is a good strategy but using many selection techniques is the best approach to achieving excellence in staffing decisions.

- Interviewing is a skill which is acquired through both training and experience. The public service must use skilled interviewers for the selection of candidates to fill open vacancies in the service.

- The Tanzanian public service has eight well defined core values which govern staff management and conduct. Efforts should be made to ensure that selection tools that provide information on the candidate's personal values are used. This is important in order to achieve a Person-Organization fit (P-O fit) in terms of core values and for creating an effective organizational culture.

- Job applicants have a right to get sufficient and detailed information on the organization and the job. The public service adverisements should include information on its vision, mission and core values in order to promote its institutional image. The employer brand establishes the identity of the organization and spells out what makes it stand out from the rest as the employer of choice. This encompasses the organization's values, policies and behavioral patterns.

- The public service does not operate a secret pay policy. Therefore, it seems plausible to suggest that sufficient information on salary range, indicating the starting salary as well as its ceiling and special benefits (if any) should be provided.

- Empirical and anecdotal evidence reveals that age is of no relevance to an individual's performance. Moreover, people have the right to work provided they are able to deliver results to the expectations of the employer. The public service must stop setting rigid age limits for new entrants. Age discrimination in employment is incompatible with the service's commitment to being an equal opportunity employer, and it is against human rights, which are enshrined in the Constitution of the URT. Flexible working arrangements are desirable in order to allow the best and most talented people to work for the service on fixed short-term contracts.

- Affirmative action or positive discrimination is appropriate and a viable initiative in the endeavour to open up opportunities for employment in the public service for disadvantaged people in society. However, this initiative should not target women alone. The disabled should also be invited and encouraged to apply for job openings in the public service.

- Knowledge is not obsolete. New innovations and developments are frequently introduced and adopted or adapted by organizations. Competency-based selection is an innovation which the public service should consider using in making staffing decisions. Competencies provide a framework for giving and collecting information about jobs and job applicants, and they can be used for wording advertisements as well as for choosing selection techniques. The public service should consider developing and using competency frameworks for all its job vacancies.

Conclusion: Tying it all Together

The management of the recruitment and selection function in the Tanzanian public service has been explicated in light of the empirical evidence of selected variables. The inquiry and ensuing discussion in this work are not at all exhaustive and conclusive. The centrality of the staffing function, especially in the public service, which is the sole administrative machinery of government, has also been exposed. We have also shown that the quality of the staff and organizational performance nexus is fundamentally undeniable. Moreover, there are areas of strengths, weaknesses and challenges surrounding the management of the recruitment and selection function in the

public service context, which include legal frameworks, policies and HRM practices. However, room for improvement exists for the betterment and smooth running of the function, which is pivotal for delivering quality public services to the satisfaction of all stakeholders.

It seems in this era of globalization and competitive liberal economic systems, the war for winning intellectual capital and talent is more real than at any other time in the history of employment relationships. Organizations that take staffing seriously and proactively invest in recruiting and selecting talented people will eventually win this war. The public services need to improve their staffing strategies in order to employ people with the right competencies and whose values match the employer's core values and culture. Efficiency and effectiveness in the delivery of public services will continue to depend, as it has always done, on the quality of employed in the administrative machinery of governments.

Public services should realize that recruiting, selecting and employing quality staff is a serious challenge but perhaps their most serious challenge is the retention of high performing people who are usually scarce in the labour market. As such, the public services must create and provide opportunities for continuous employee development and growth as well as chances for both extrinsic and intrinsic motivation and promotion.

Notes
1 The debate on whether personnel management and HRM are synonymous dominated the academic and professional discourse in the 1980s and early 1990s, especially in the UK. However, compelling evidence exists which shows clearly that the two models are distinct.

2 Shelukindo served the public service in the position of Permanent Secretary whereas the late Baguma was a renowned professor of Tanzania public administration and had written widely on the public service.

3 These are senior posts in the Public Service which have a salary scale attached to them. See PO-PSM (2006). *Guidelines for Restructuring Ministries, Independent Departments and Executive Agencies*. Dar es Salaam: PO-PSM Appendix 3, p.2

4   The Public Service Regulations 7.-(1) to 10.- (2) stipulate the procedures for filling vacant positions in the public service.

5   See the required qualifications of the potential candidates in Table 1. These are also stipulated in the Scheme of Service for the cadre of HR Officers in the Public Service.

6   It is estimated that a single newspaper reaches about five readers a day.

7   According to Transparency International, the CPI Score relates to perceptions of the degree of corruption as seen by business people and country analysts, the score ranges between 10 (high clean) and 0 (high corrupt)

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