

MUSTAKABALI WA NAFASI YA
WATAALAM WA RSILIMALIWATU
NA UTAWALA KATIKA UTUMISHI
WA UMMA NCHIN

MATHIAS BAZI KABUNDUGURU

INTRODUCTION

- Could not find a better concept for mustakali as it implies 'fate'?
- Believe HR and Administration was taught in English and felt that the 'fate' would better be analysed in English.
- In the course of discussions, Kiswahili is also welcome.
- Objective is to get the message across and understood.
- As we discuss 'mustakabali', it is better to remind ourselves as to where we came from, where we are, and where we want to be in the future.
- We need to take an 'introspective approach' before we are late. The changes are taking place in unprecedented pace.

Outline for discussion

- Background and context
 - ✓ Career and post career experiences: Local and Continental.
- HRM Definition and roles of HRMA Managers.
- HRM practices: Historical trends (Local and International).
- Opportunities and Challenges to HRMA: 'Politics –Administration dichotomy' (the real 'Mustakabali').
- Conclusions and Discussions for the Way Forward.
- I expect an interactive discussion rather than me lecturing!

Background and context

- Career and post career experiences: Local and Continental/international.
- Career and my main responsibility was policy development (13 years as DPD).
- I chaired the African Public Service Day Sub- Committee of the Conference of African Ministers of Public Service (CAMPS).
- HR Policies were part of the equation.
- However, I might be limited by the 'oath of office'.
- Post career experiences: time to reflect on the past, present and future of the country/continent (Uongozi Institute and 'other fora').
- Mtaani –transformation from supply to demand of public services.

HRMA (Definitional issues)

- Several definitions?
- No need for academic liturgy.
- Human Resource is key component of the 'production function equation'. It must be managed effectively like any other component, as the performance of other resources depends on people (HR).
- HRM simply means the Management of employees relationships in attaining organizational goals.
- Administration 'is how to get things done' through systems, laws and regulations/traditions. It involves support services, infrastructure, transport etc.
- Governing vs Governance: Governing is 'real'. Governance is 'abstract' and 'subjective'.

Roles of HRA management

- Development of policies and strategies that attract competent, motivated and **committed** workers in their organizations.
- Policies in wider sense of HR implies work environment (facilities and equipment), wages/pay, incentives, sanctions and rewards).
- Strategies (of Greek origin with military connotation including manoeuvring in order to execute offensive and defensive campaigns against the enemy).

Roles of HRA management

- For the purpose of this presentation, the strategy implies: decision or a series of decisions made by or on behalf of an organization or sub-units which determine medium and long term objectives and goals, priorities and overall direction; repositioning organization in relation to the changing internal and external environments such as competitive pressures and available key resources.
- Do you concur with this assumption?
- This depends on whom you ask, training orientation, and work culture as reflected in HRM evolutionary context.

HRM practices: Historical trends

- An examination of management of employment relationship reveals dominant roles played by staff entrusted with staff management.
- A number of factors including science and technology as well as philosophical trends and new knowledge in human psychology.
- In the 18th century, HR was a function of social welfare officers at work places.
- HRA Managers acted as a buffer between the organization and employers/organization aka 'Captains of industry'.
- Their role was limited to canteen services, sick- visiting, grievance handling and clerical duties.

Historical Trends

- Welfare gave way to employment managers in the 1900s.
- Functions included wages and salary administration, collective bargaining and ensured that employees are tightly controlled.
- The concept of 'humane bureaucrats' was invoked.
- In the 1960s through to the 1980s, a new approach evolved ushering in the phase of 'Personnel Management', or 'Personnel Administration'.
- While continuing their collective bargaining, personnel Managers also performed such functions like recruitment and selection, Job evaluation, training and employee control to ensure compliance to set policies and procedures.

Historical trends

- It also acquired a professional -cum specialist status adding to it, other functions such as training and development, performance evaluation, compensation, personnel auditing and legalistic control of management relationship. It is from this background that institutions such as the Institute of Personnel Administration (UK) and IDM in Tanzania, were established.
- In most cases, Personnel managers were passive, reactive with some little value to the organizations.
- Functions limited to regulatory functions as a 'clearing house' with minimal managerial significance and lack of strategic input and output.

Historical trends

- Personnel Managers promoted bureaucracy and restrictive roles, confined by and large to routine decisions about staff entitlements.
- Little or no input into strategic decisions about staff management , let alone decisions on how to achieve the core objectives of the overall Organization/Government.
- Interested in day-to- day problems, abiding by 'rule books' as well as keeping the existing operational system intact and strive to maintain 'status quo'.

Historical trends

- The weaknesses experienced in Personnel Management were to be addressed in the later half of 1980s and the reform period at the turn of 19th century to date (the Reform Period), hence Human Resources Management.
- I suppose this is the role of this audience, and it is imperative to understand it from the professional point of view.

Historical trends and Tanzania experience

- What was experience in Tanzania?
- The nucleus of Tanzania Public Service emerged at the setting in of Colonial administration.
- First by Germany in 1985, and later the British from 1920 to 1961.
- The period was dominated by administrators with little attention to HRM? Why?
- Colonial administration was predominantly 'extractive' as opposed to progress.
- Independent Government became progressive against poverty, ignorance, and diseases.

Tanzania experience

- HRM inherited colonial mentality.
- In the 1960 to the early part of the 1970 the nomenclature remained that of personnel management and administration. HROs were called Personnel officers.
- Transformed from 'clerks' to administrators after undergoing training at the Civil Service College (now Public Service College) at Magogoni street, in Dar es Salaam.
- Exams like Lower and Higher Personnel Management were set.
- After Arusha Declaration, efforts to make them progressive were taken, hence 'Manpower Management Officers'.
- The Head of HRA at the ministry was the Director of Manpower Development and Administration (or DMDA for Short).

Tanzania experience

- The same nomenclature could be found in the regions and Districts, implying RMMO and DMMO, respectively.
- Employees and public perception towards them was somehow negative towards them.
- When I joined the service in the 1980s I found them nicknamed 'Mwanaume/Mwanamke Mwenye Nguvu Ofisini' as a clandestine translation of 'MMO' due to the history alluded to in the previous slides.
- I confess some of them were 'rude', 'inhuman' and 'unethical'.
- There are socio economic factors that influenced their behaviour.
- This may be beyond the scope of this presentation.

Tanzania experience

- In the 1990s, some changes were made and MMO was abolished:
- Former MMO were either made either Administrative officers, or Establishment Officers.
- DMDA was replaced by Director of Administration and Personnel (DAP for short).
- There was sufficient pool of professional as enrolment at university of Dar es Salaam and IDM expanded.
- A sense of progressiveness began to emerge as the Public Sector Reforms set in.
- It is the time I was transferred for RDD Pwani to the Central Establishment with other young graduates bring in a bit of fresh air.

Tanzania experience: where are we now?

- Some instruments such as the Public Service Management and Employment Policy, Code of Ethics were developed, and finalized at the turn of the century.
- Others were reviewed (Civil Service Act was replaced by Public Service Act etc.
- The transformation led to review and repositioning HRM function at a strategic level because HRM creates new roles and responsibilities for staff entrusted with management of staff.
- HRMA became a line department as opposed to a unit
- Headed by senior manager and represented in the highest level of decision making.
- Continuous and strategic training adopted for policy development.

Where are we now?

- Because of this, key decisions take into account people management issues, bearing in mind that HR is the valuable asset of organization.
- Ensures that the Organizational strategic plan is prepared with 'people consequences' in mind.
- Explicit links are made between the SP and HR function
- HR Plan is designed into the corporate plan.
- The Nomenclature changed from DAP to the current DAHRM.

Where are now?

- HR Managers are supposed to be creative and change oriented .
- They are expected to scan internal and external environments and to foresee how likely changes will affect the organization in terms of job satisfaction while attracting and retain competent staff.
- While HR Managers strive to maintain harmonious relationship with trade unions, individual tactic and negotiations ought to be preferred to collective bargaining approach.
- HR Managers are encouraged to participate in the development of the vision and mission of the organizations involving medium to long term goals. They become part of the Business Management as apposed to passiveness.
- HRM has distinctive considerations:

Strategic imperatives for HRMA

- Strategic integration or alignment to organizational goals.
- Strives to winning emotional and intellectual support of employees rather than striving for optimal control and compliance through rigid personnel management, procedures, policies and practice.
- Promotes policies that generate employees commitment to their immediate job responsibilities, the current goals, strategies and values that the organization upholds.
- Effective HRM presupposes a decentralized structural management.
- A devolved staff management rather than concentrating management power in the hands of HR specialists.
- This is feasible where a strong and effective M&E exists.

The future Imperatives of HRMA in Tanzania (Mustakabali)

- No doubt, HRMA will remain key to national development.
- Not only for the Public Sector, but also the Private sector.
- Symbiotic relationship exists between the two.
- Mustakabali will depend on how HRMA component is 'postured' in the national **'development equation', bearing the existing Policy imperatives:**
 - ✓ Demographics (and its dividends): By census 2022 median age was 17.5 years, meaning Tanzania has a youthful population over the long term.
 - ✓ Wealth creation and distribution.
 - ✓ More key resources constraints.
 - ✓ A non-stoppable globalization phenomenon

Imperatives

- **A 'globalized market' a benefit or a 'myth of a single market'?**
- Market in a globalized environment is likely to be single but not likely to be homogeneous.
- Participation in the global market depends on several factors, including branding, marketing, national interests and corporate culture, protectionism and international agreements as enshrined in the World Trade Organization frameworks (WTO).
- Tanzania is traditionally and exporter of raw materials, and importers of finished goods.

Imperatives

- **Appreciation of the knowledge and skills gap.**
- Knowledge is readily available through the globalized internet connectivity, its spread and use remain a contentious issue.
- Information can be shared globally, but its insight can equally be commoditised, and the beneficiaries will always be those who can produce differentiated knowledge.
- Issues related to the source and purpose of information is key.
- Africa remains 'information dependent'.
- Only 0.5 percent of the scientific research publication is produced by Africans, making it dependent on the knowledge from outside by 99.5 percent.

Imperatives

- Such knowledge portrays negative orientation towards Africa: the content plagued with conflicts, diseases, ignorance and poverty.
- Rusatira (2013) refers to as 'psychological warfare' that continue to inflict on African confidence, a precondition for any society to liberate itself and make use of its available resources, including Human resources who exposed to required skills and technologies.
- The greatest endowment any nation can have is **human capital with skills (value-added human capital)**. It is the most necessary condition for socio-economic development. Availability of other natural resources in itself is by no means a sufficient condition for socio-economic development!

Imperatives

- Countries that transformed from poor to rich status, did so by first investing in their human resources confidence.
- The fourth imperative is the **struggle for key resources**.
- Scarcity of resources has always defined economic and political debates for several years.
- The inter-state conquests that dominated the last two centuries and culminated in the partition of Africa into spheres of influence were in part, due to the struggle for resources.
- Their implications persist to date.

Imperatives

- One such resource is energy that is behind every aspect of modern life including heating, lighting, health service, and above all, manufacturing that is said to be a source of value-added wealth.
- High tech, and technology resources are in Africa (Congo, Tanzania and others). As the world migrates to clean energy, Africa must be prepared to manage centrifugal economic forces competing for the same. Hence my scepticism of AI in the context of the continents development equation.
- Manufacturing that is said to be a source of value-added wealth.

Imperatives

- How Tanzania manages these public policies will depend on another factor worth discussing here, ie, **HUMAN CAPITAL**.
- The last on my list of policy imperatives is the competition among local and international employers, over **talented human capital**, upon which the establishment of HRMA was pegged.
- Good employees have always been a scarce resource and with ever increasing labour mobility; especially that which is highly skilled, HR Managers face a challenging future.
- There an opportunity for HRMA can exploit, handled in the next slides.

Opportunity for HRMA

- Apart from policy imperatives, there are always opportunities.
- The recently inaugurated DIRA 2050
- **Pillar Two** of the Dira commits the Government to ensure Human Capabilities social development.
- The pillar is imbued with several attributes, among them
 - ✓ A well educated, skilled and a learning society.
 - ✓ Healthy society.
 - ✓ Socially protected and inclusive society.
 - ✓ Capable and motivated workforce.
- The details are provided in the DIRA.

Opportunity

- These are key areas requiring strategic orientation of HRMA Managers.
- Issues related to HR planning must be considered to crucial if Tanzania is achieve not only the imperatives of **Pillar TWO**, but in those of other pillars.
- The recently adopted Education and Training Policy (2023) contains other opportunities for HRMA.
- While taking these policy initiatives as opportunities, I recommend to avoid the mistakes we committed in the Just concluded Vision 2025, of which some of us were involved in the HR interventions.

Past challenges

- Much as the intended capacity building goals during the reform era were achieved, they cannot be relevant for addressing the challenges that countries are facing today. Why?
 - ✓ They focussed on the institutional reforms especially the structure of the Government that 'sounded costly' to manage.
 - ✓ Reforms were informed by the then New Public Management (NPM) Movement that informed the development discourse by encouraging decentralization, greater market economy and involvement of multiple stakeholders in the public policy making and implementation.
 - ✓ Thirdly, in most cases however, reforms were mainly funded by the 'development partners'.

Past challenges

- While some capacity was built in some countries especially the capacity of the public servants to develop and manage those programmes, they mainly lead to the improved processes rather than innovative approaches to service delivery (Mutahaba et.al 2017).
- The debate on the 'donor led' interventions will remain contested as Africa addresses issue related to her Human Capital.

Challenges in the past

- Donor led interventions raise key questions as regards accountability, sustainability, as well as associated 'transaction costs'.
- An interesting assessment on the efficacy of the donor funding for example, revealed that one country was forced to produce about 2,400 reports and attended close to 1,000 annual meetings called by the donors in the 1990s (Rusatira, 2013).
- Tanzania, undertook to develop a streamlined mechanism to deal with costs associated with the Development Partners engagement by adopting a Tanzania Assistance Strategy (TAS), pulling donor funds in a single disbursement framework.

Past and recent achievements

- It improved accountability through the Public Expenditure Reviews (PER), and General Budget Support (GBS) Reviews that were held annually.
- It made it possible for the Government to be simultaneously accountable to both the public and the DPs. Further, this innovation was developed because in part, had a strong political and citizenry support, through the Non State Actors, including NGOS and Trade Unions.

Past and recent achievements

- It plausible to suggest that based on the agenda that was set for reforms, some countries including Tanzania, achieved substantial level of targeted outcomes including Governance and accountability, performance management systems, and Information Communication Technologies (ICT).
- It is worth noting that most of ICT driven Government administrative services were and are mainly developed by Tanzanians, although much remains to be done in terms of improvements (currently the PEPMIS, IFMS, GEPPG etc).

Success factors for 'mustakabali'

- 'Politics Administration dichotomy'
- Countries that have made greater strands in terms of development, did so because the **political leadership at highest level**, assumed the responsibility to encourage HR policies and strategies that enabled the population to acquire the requisite skill, and create conducive environment for innovation in the economy.

Politics Administration dichotomy

- If Tanzania is to compete effectively in the global affairs by taking HR management beyond a routine undertaking of HR Managers, a strategic orientation is required. **Others CONSIDERED Human Capital as a strategic goal for sustainable development in that:**
 - *'At the heart of the question is what makes a good Government? That is the core of the question. Can you have a good Government without good men in charge of the Government? American liberals believe you can.... My experience in Asia has led me to a different conclusion. To get good Government, you must have good men in charge of Government. I have observed in the last 40 years that even with poor system of government, but with good strong men in charge, people get passable Government with decent progress'*(In Porter, 2007 at Pg. 160).

Politics –Administration dichotomy

- If it is agreed that HRM policies that foster innovation through talent management are strategic, I encourage Governments to note that the success factors for it are:
 - (1) A shared and recognized need for talent management shared by the citizens, **political leadership** and bureaucracy. The greater the shared vision, the easier it will be to sustain the talent management initiatives overtime.
 - (2) Second, which is possibly related to the foregoing, is a consistent agenda which is possible only when the regime in power has a sufficient level of legitimacy and a political space to focus on the agenda even if it is hard.

Politics Administration dichotomy

(3) Third, undertaking reforms aimed to increase capacity through skills upgrade that are a precursor for innovation is expensive and requires resources. Because talents and innovations are not only required for the public sector, but also in the entire economy, a shaky or a stagnant economy cannot afford to finance the anticipated initiatives over a long period. On the other hand, an economy that is stable and growing can afford the cost.

Politics Administration dichotomy

(4) Finally, many public sector capacity building interventions are technical and require expertise. A country undertaking such initiatives on a longer term basis needs a critical mass of such expertise locally.

- As we experienced in the public sector reforms era, they cannot be sustained using external or foreign recruited experts, who come and go and do not leave institutional memory.
- The experience of the past suggest the proper positioning of politics and administration played a key role.
- Politics supported expertise/ administrative analysis.

Politics and administration

- Technical analysis was built over a long period of time based on experience.
- For HRMA to meet the future requirements, there ought to a political appreciation of expertise and **not vice versa**.
- The debate on how politics influences administrative action today remains tense, with young and inexperienced public servants aspiring for political positions.
- Much as politics is about competing for power, it should not override the need for technical aspects of the economy.
- HRMA managers are encouraged to influence events for their own 'MUSTAKABALI'.

Conclusion and way forward

- I can only encourage discussions on future of HRMA

AND

THANK YOU FOR YOUR KIND ATTENTION.