

# Vocational Education and Training and Employment Promotion Project

GTZ - MOLYOS - VETA

Tanzania

Report

on a Mission to  
Dar Es Salaam, Tanzania,  
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submitted to GTZ  
by  
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## 1. Summary

The Ministry of Labour, Youth Development and Sports (MoLYDS) has in the past undertaken several initiatives on a number of important issues concerning employment promotion. The Employment Policy was reviewed with the involvement of many stakeholders, and most recently a Strategic Employment Promotion Workshop was undertaken in August 2001. Participants contributed to an understanding concerning possible roles of the Ministry of Labour in the field of employment promotion.

The Strategic Employment Promotion Workshop in August 2001 put also forward the request that employment promotion issues would need to be given much higher priority in the political field. The development of employment promotion strategies needs the involvement of the political level of the Ministry and of other important stakeholders of the public and the private sector. One indication of this political commitment from the Ministry would be decisions concerning the institutional set-up of the section/department dealing with employment promotion.

Unfortunately, the decision making level of the Ministry of Labour, Youth Development and Sports was not available for consultations, so that during the mission the opinions, views, visions and plans of the decision making level in the Ministry could not be assessed.

The issues which need clarification relate to the legal basis for the Ministry's role in Employment Promotion and to the organisational and institutional set-up within the Ministry. More specifically:

- Endorsement/ Status of the Employment Promotion Policy
- Upgrading of the Employment Unit to a Department and staffing of the Employment Unit / Department
- Status of the National Employment Services Promotion Act (NEPSA) and its Regulations in view of the decentralisation process and the public service reform
- Issues and questions concerning how the decentralisation (Local Government reform) process would affect functions/ roles of the Employment Unit/Department

It is the consultant's opinion that any technical discussion concerning concrete employment promotion strategies might be premature as long as basic issues are not clear within the ministry. Neither the institutional set up within the Ministry, nor the legal basis for the Ministry's role in employment promotion efforts is clarified. The consultant therefore recommends to postpone the concrete technical cooperation until the issues are solved.

## **2. Purpose of the mission**

The consultant was:

- to give inputs for the development of employment promotion strategies relevant to the labour market situation and economic development in Tanzania and
- to assist in updating the concept of cooperation between MoLYDS and the GTZ.

The following tasks were to be carried out by the consultant:

1. Review existing studies and relevant project information on labour market and employment promotion
2. Discuss employment promotion matters and follow-up the results and recommendations of the strategic employment promotion workshop in August with important stakeholders and the management of relevant programmes
3. Contribute to the design of developing employment promotion strategy with short term, medium term and long term activities.
4. Contribute to an updated employment promotion concept for the cooperation between MoLYDS and the GTZ.

The consultant had free access to a wide range of documents, papers and reports (see list in Annex 1). She thanks CTA Ewald Gold for open and frank discussions. VETA officials at the headquarters and at the regional levels were available for discussions. Furthermore it was possible to meet a wide range of persons responsible for different programmes, such as the decentralisation process (Local Government Reform) and the Poverty Reduction Programme. Several technical discussions were held with the Acting Assistant Labour Commissioner, and with the office manager of the Labour Exchange Centre. See Annex 2 for a list of persons met.

One of the central aspects of the consultancy, namely to discuss employment promotion matters with the Ministry and to follow-up on the results of the strategic workshop in August could only be accomplished to a limited degree. The consultant got definitely the impression that there is a discrepancy between the (in the past) verbally expressed interest to tackle employment promotion by the Ministry of Labour and the actual situation in practice.

Meeting relevant people at the decision making level in the Ministry proved to be impossible. Despite frequent and persistent efforts, key people in the Ministry of Labour, such as the Permanent Secretary and the Labour Commissioner could not be accessed. Yet, in order to assess the actual commitment of the Ministry to go ahead with the cooperation between Ministry of Labour, Youth Development and Sports (MoLYDS) and GTZ, discussion has to reach the decision making level.

Unfortunately, it could therefore not be found out whether important decisions such upgrading of the employment section to a department with a minimum of technical staff will be taken by the government. It is entirely unclear how many officers would be attached to such a department and when these officers would be hired. At the moment the staffing situation in the employment unit/ section is desolate.

The consultant however, was able to exchange views and discuss with few technical

staff of the Ministry the roles of a Public Employment Service, and she was also able to meet and discuss with other Government programmes relevant to employment promotion, such as the poverty reduction programme and the local government reform programme.

In conclusion, the consultant finds it prudent to recommend to postpone the further collaboration with the Ministry until such a time that there is a reliable indication of the strong commitment by the Ministry.

The terms of reference of the consultancy were adjusted accordingly.

### **3. Activities of the Mission**

#### **National Employment Promotion Services Act**

The consultant briefly reviewed the National Employment Promotion Services Act 1999 (NEPSA) with the Acting Assistant Labour Commissioner, because it became clear to her that the roles and functions of the national employment promotion services needed further discussion with the Ministry.

It seems, that at the moment the Act is not enforced - it awaits "being put in operation" by the Minister of Labour, Youth Development and Sports. A copy of the Regulations which complement the Act became available towards the end of the mission, also the Regulations are not "operational". Administrative and technical guidelines which would guide the implementation of the Act are not available.

The NEPSA aims at identification of strategies and the creation of an institutional framework to promote employment.

More specifically, the Ministry of Labour, Youth and Sport should contribute to

- promote equitable employment creation in the private and informal sector
- establish an effective and efficient system of labour exchange
- establish and provide reliable labour market information

The functions of placement, vocational guidance and employment counselling, active labour market interventions, labour market and occupational information, advisory services for lawful income-generating undertakings, promotion of self-employment and coordination of training needs are foreseen under the Act.

The Act provides that labour/employment promotion offices be set up at regional level which would dispense these functions. Additionally and somewhat contradictory, the Act also provides for a decentralisation to the district level, where the local authorities would have the overall responsibility for employment promotion.

For a more detailed description of the issues, please see the discussion note in Annex 3.

## **Role of the Employment Department in the Ministry**

The organisational set-up at present is that "employment" is a unit under the supervision of the Labour Commissioner. There are only three officers within the unit, one deals with labour market information (mainly with the 2000 Labour Force Survey), one deals with employment promotion and the third is the officer in charge for employment services. The latter has been temporarily assigned to run the Labour Exchange Centre. The head of the Unit is the Acting Assistant Labour Commissioner. The Acting Assistant Labour Commissioner seems overwhelmed with the many tasks at hand.

The unit has one single employment office, the Labour Exchange Centre in Dar es Salaam, as outreach<sup>1</sup>. This center which caters for Dar Es Salaam only, nevertheless has absorbed nearly all manpower of the employment section.

The unit attempts to be upgraded to an employment department with the tasks of employment promotion, employment services and employment planning and labour market information as sections. During the mission it could not be verified, whether this proposal is being put into practice, likewise it could not be found out how the staffing of the department would be, unclear is also what budget the department would have at its disposal.

The report on the strategic employment promotion workshop, which was held in August 2001 put forward several suggestions concerning the role of the Ministry as

- policy maker
- information service provider and
- catalyst.

These roles were elaborated during the strategic workshop and reflect the views of the stakeholders.

An area of uncertainty is the question of decentralisation in the framework of the Local Government Reform. The consultant received somewhat contradictory statements during the mission. It seems from several discussions during the mission that employment promotion will in future be the responsibility of the local government (local authorities).<sup>2</sup>

In such a system the role of the Ministry would emphasise policy making, regulation, certain control functions and monitoring and evaluation.

<sup>1</sup> Labour offices exist in the regions and a few districts, however, they are only involved in industrial relations and labour inspection, not in the provision of employment services.

<sup>2</sup> the only Ministry of Labour function which is not expected to be decentralised is the Industrial Relations

However, the Acting Assistant Labour Commissioner does not expect that the Unit/ Department will be decentralised any time soon. Instead, it plans a phased approach in developing its activities, undertaking only some of the functions, namely placement, guidance and labour market information, in some of the regions, to start with. However, this statement on priorities could not be verified with the decision makers in the Ministry.

Questions arise whether these plans are realistic and make sense. In order to set up a placement and guidance service one needs to establish many local offices, train staff, develop and produce guidance material, establish systems to collect, analyse and disseminate labour market information: a rather complex, complicated and expensive undertaking. A related question is whether the Ministry should really get involved in the provision of labour market services themselves, or whether the Ministry should promote that some of these services be better or more cheaply provided by private organisations, the social partners or NGOs.

In a system of a rather lean public service the Ministry's role could be to involve the private sector in delivering some of the non-core functions of Government: in that vein the Ministry could set policy and standards governing the registration/ licensing and accreditation of private employment promotion agencies<sup>3</sup>. These private agencies could be private for-profit organisations, or NGOs, or the social partners, etc.

With regards of the Ministry's role in Active Labour Market Interventions, it seems that the actual planning of interventions will in the future be left to the local level authorities, including regional VETA offices and centres. Such interventions could be: vocational training (formal, non formal, informal, short-term, long-term, on-the-job, in training centres, schools, apprenticeship, specific skills...); counselling; provision of local

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<sup>3</sup> Private job-placement should only allowed with the authorization of the public employment service. The private employment promotion agencies (PEPA) need to apply for a license to carry out job-placement activities. Rules and conditions under which PEPA are allowed to operate need to be spelled out.

**Examples could be:**

1. The applicant must possess the required suitability for job placement. People are considered suitable if for at least three years they have worked in the field of personal consulting, supply of temporary workers, personal management, job-placement and if they have a recognised vocational qualification or a degree from a university or another tertiary educational establishment.
2. The applicant must submit documents which can support the expectation that he/she will comply with the rules for private job placement (for instance: no criminal record)
3. The applicant must live in well-ordered financial circumstances
4. The applicant must have suitable business premises.
5. Payment can only be accepted from employers, not from the job seeker. The amount to be paid, and the date when the placement fee is due is subject to free negotiation. Even payments that the job seeker offers on his own initiative can not be accepted by the PEPA. There could be some exceptions when payment from job seekers can be accepted. Sometimes payments from workers are requested when special services are provided: such as production of attractive application material.
6. PEPA registering need to pay a fee for the license. Conditions how often the license needs to be renewed would need to be set.
7. Public Employment service should also be allowed to inspect the premises of the PEPA and receive regular reports on the activities (number of placements, etc.)
8. PEPAs could also be requested to publish annual reports on their operations (number and kind of placements, fees structure, etc)

labour market information/ occupational information; promotion of job search skills (presentations, application, CV, help with job search costs: photocopies, presentations of application, transport cost of interview, etc); help in mobility: relocation of worker and family; wage subsidies to employers to increase individuals' chances to be employed; etc.

However, interventions at the local level might require the technical assistance and advice of an Employment Department as to the suitability of selected interventions to address specific local labour market problems (such as youth unemployment, skills shortages in specific economic sectors or/and industries). The Ministry's role would be to assess and evaluate interventions to support policy intentions, such as improving employability of target groups (such as unemployed youth, poor), prevent permanent labour market exclusion of certain groups (such as disabled persons), support gender equality, develop entrepreneurship and/or exploit new opportunities for job creation.

For all labour market interventions (on local, regional or national level) the availability of up-to-date and reliable labour market data would be indispensable. During the mission the actual contribution of the Ministry of Labour in the field of labour market information (LMI) could not be assessed, since the only staff member dealing with the issue was not available. The importance of collection and analysis of labour market data from a wide range of sources (statistical offices, other ministries, tracer studies, training institutions, chambers, trade unions, administrative data, etc), the analysis of the data with view to its use in policy making and programme development cannot be overstated.

LMI needs to be made understandable and accessible to users, such as other ministries, training providers, job-seekers, investment authorities, etc. The Ministry could provide technical assistance to local authorities on the collection and analysis of local labour market data and advise on the logistics of dissemination, as well as helping to establish local employment advisory committees. In that respect the coordination and collaboration with VETA's Labour Market Analysts (at national and regional level) is important. It is conceivable that VETA's Labour Market Analysts could contribute to building of capacity on the local level.

Moreover, the collection of the data alone would not be sufficient. Appropriate channels and means of disseminating labour market information to a wide range of users, who need them, need to be developed. Modern means of communication, such as radio, internet, public service announcements, media have the potential to reach many users.

Other roles of the Ministry could be to develop information which can be used country wide:

- occupational information: information guide about occupations, contents of jobs, tasks, physical and training requirements.
- inventories of training institutions: making them timely accessible to a range of users, such as schools, training institutions, attend to the regular updating
- testing and piloting of interesting and innovative approaches to self-employment and informal sector development; monitor and evaluate these efforts with a view to

determine the conditions under which these could be replicated; assist in the replication of promising approaches through the arranging for financing and technical support.

It that regard it needs to be pointed out that the Ministry's role could be to arrange for such information be provided by other partners, rather than providing this service directly. In the fields of vocational training and approaches to self-employment the strategic cooperation with VETA would be beneficial to both partners, since VETA would not only be provider of the information but also one of its chief users. Also the involvement of the social partners (employers and trade-unions) and/or NGOs in the service provision should be considered.

With regards to the role of catalyst the Ministry's role could be to facilitate regular exchanges and stakeholder consultations on labour market and employment promotion issues, along the lines of a round table. The Ministry could further such mechanisms at regional and zonal levels, by providing technical assistance to regional and District offices concerned with employment promotion and dissemination of information on what intervention (best practice) might work in what circumstances. Again, it could be imagined that VETA takes over part of this role, since Labour Market Analysts are available at all VETA regional (zonal) office.

### **Employment Policy**

The Project has contributed to the review of the employment policy document for submission to the Cabinet. During the mission the employment policy was presented by the Acting Assistant Labour Commissioner to the Cabinet Secretariat, who requested further revisions, to be undertaken by the Employment Unit. GTZ offered assistance.

### **The Labour Exchange Centre (LEC)**

The US Department of Labour supported for one year the establishment of a model employment office in Dar es Salaam. Eighteen officers are seconded from the Ministry of Labour to work at the LEC. The centre absorbs at the moment nearly all available manpower of the employment section.

The US Department provided technical and material support to the centre, and trained its staff in a wide range of subjects: labour market analysis, interviewing techniques, presentation techniques, etc.

The LEC attends to placement and provision of job-search skills as a core function of an employment service. The operations are still manual: job-seekers registration, vacancies registration and manual matching.

Future plans would include the computerisation of the centre, to make matching of job seekers and vacancies more efficient. Self-information facilities and vocational guidance material are not yet available.



However, the future funding of the centre's activities is not secure, because the US seems reluctant to make a firm commitment. Presently, the centre could finance basic operations for the next five months, but does not have funds to tackle the further development of the operations (development of material, computerisation of matching, etc.)

In general it could be questioned whether it is wise of the employment section of the Ministry to run a placement service such as the Labour Exchange Centre themselves. It seems that this center absorbs an inordinate amount of the presently available manpower and other resources.

It can be argued that the practical experience of placement (job-seeker registration, vacancy registration and matching, as well as job search assistance) is beneficial as a training and practical exposure for employment officers in the Ministry. However, in that regard the centre would need to be further developed as a pilot - going beyond manual placement, to include development of occupational information, labour market information, self-information facilities, perhaps a website.... In the longer run the center might (as a resource centre) be providing training to local government authorities.

### **Other issues**

During the mission many talks were held with a wide range of persons, representing different programmes, such as the Poverty Alleviation Programme, the Local Government Reform Programme, ILO, DANIDA, Friedrich-Ebert Foundation and VETA.

The consultant was surprised to learn that employment promotion is not seen as a priority area in the Poverty Reduction Programme although employment must be considered as one of the most sustainable factors of reducing poverty. In her opinion any poverty reduction scheme requires the strong promotion of employment by at least:

- supporting informal sector development: making it easier to start-up and run businesses
- supporting development of self-employment
- exploiting the possibility offered by job-creation at local level: labour-intensive public works programmes, infrastructure development

Yet, the employment creation intervention of the poverty reduction programme foresees a financial commitment of 100 million Tsh to support demand-driven skills development over the medium term, as the only type of intervention dealing with employment issues. It seems that the Government promotes rather economic sectors such as agriculture with the expectation that increased employment would automatically follow the overall development of the sectors. Yet, not all expansion of economic sectors lead necessarily to increased employment.

The Local Government Reform Programme recognises the need to promote informal sector programmes and special vulnerable groups of the society. In an inter-ministerial directive local authorities were requested to earmark 10% of its revenue in support of informal sector initiatives. Some local authorities have started to support activities (by for example funding skills training by VETA and other providers). In many instances, the 10% mark had not been achieved. Yet, due to the absence of clear criteria, what is to be funded, it seems that funds have been disbursed rather indiscriminately and might not have reached the objectives to assist the intended beneficiaries. The Ministry of Finance has recently suspended any further disbursements until better criteria are developed. The task force on developing the criteria is chaired by the Ministry of Finance.

In the case of the Dar Es Salaam municipalities, it appears that the funds are expected to be the initial capital of a DSM Community Bank as a micro-finance institution to disburse loans to youth and women as two of the major target groups.

Local authorities, such as the City Council Dar es Salaam, seem to be aware of the need to promote employment, and have undertaken several initiatives:

- development of a business structure/ business incubator: roughly 80 shops/ workshop have been put up with City Council funding to provide a place of informal sector operators to operate legally. These places will be rented out to informal sector operators. Problems have arisen out of the need to decide on the allocation of the few places to the many operators who are in need of them. The City Council has developed the concept for the structures, but bringing it to scale would be left to the municipalities as the local authorities.
- development of projects such as solid waste management, street sweeping, car parking and operating of bus terminals. The services, which were formerly provided by government (or were not done at all) are out contracted to private firms. The private contractors are either paid by government revenue or they collect fees from users.

The City Council promotes sharing of experiences and brings together the 13 municipalities of Tanzania in regular exchanges.

#### **4. Recommendations**

In light of the uncertainty surrounding the roles and functions of the Ministry of Labour in the decentralised system and the ministry-internal uncertainty with regards to the specifics of the employment department the consultant suggests to await the official position of the Ministry of Labour to continue with the collaboration with the GTZ. Only after this commitment is received the process of employment strategy development with the stakeholders should be tackled.

To base an extension of the GTZ assistance to the Ministry of Labour in the field of employment promotion is, in the view of the consultant, presently not advisable. There are just too many threats to the success, the most important one is, of course, the non-availability of counterpart staff.

In case the Project receives an extension beyond June 2002 on the grounds of the GTZ/VETA component, the consultant suggests to keep the door open to a cooperation with the Ministry of Labour, Youth Development and Sports and decide on an ad-hoc basis on targeted assistance. In that regard the definition of the role of the Ministry in a decentralised and reformed public service would be a prominent topic, as well as building capacity of Ministry staff in selected fields and functions.

The consultant further suggests that GTZ might explore more fully the options of cooperating with other actors in the field of employment promotion, such as the local authorities, to raise further awareness on the importance of employment promotion as well as contributing to spreading of knowledge on interventions and best practices. The re-introduction of regular round table talks on employment matters with expert groups (Expert Group on Employment Promotion, EGET, as previously supported by the Project) might be a good vehicle to do that.

## Annex 1

### Documents consulted

1. Axmann, Michael (2000), Development of a Project in Employment Promotion (PEP), a First proposal of Field of Cooperation between the MoLYDS and GTZ in Tanzania
2. Wiessner, Dr. Frank (September 2001), Mission Report and Report on the Strategic Employment Promotion Workshop, August 2001
3. Poverty Reduction Strategy Paper (PRSP), October 2000, URT
4. Poverty Reduction Strategy Paper (PRSP), Progress Report 2000/2001, July 2001, URT
5. Policy Paper on Local Government Reform, October 1998, URT
6. Local Government Laws, Revised June 2000, URT
7. National Employment Promotion Service Act (NEPSA) 1999 and National Employment Promotion Service Regulations, 2000
8. Public Service Reform Programme 2000-2011 and quarterly Monitoring and Forward Planning Report, vol 3 Number 2
9. Angebot Projekt - Auftragsnummer 2000.2108.9, of 16.11.2000
10. Tanzania Assistance Strategy, URT
11. Integrated Labour Force Survey 2000/2001, status report as of July 2001
12. Proposal for the Employment Department, Ernest Ndimbo, 2000
13. Dr Horst Sommer and Guenter Schroeter, Report on Internal Project Review VETA -GTZ Project PN 2000.2108.9, September 2001,

## Annex 2

### Persons met

Mr Ernest Ndimbo	Acting Assistant Labour Commissioner	Ministry of Labour, Youth Development and Sports
Mrs Karin Mponguliana	Office Manager, Labour Exchange center	Ministry of Labour, Youth Development and Sports
Mr Patrick Doughty	Deputy Area Director	International Labour Office
Mr Jorgen Delman	Head of Department, Private Sector Development	Ramboll, Consultants to DANIDA
Mr Frank Hansen	Chief Consultant, Privet sector development	Ramboll, Consultants to DANIDA
Mrs Anne Mwashu	Deputy Director, Poverty Reduction Programme	Vice-President's office
Mr Alfred Kabagire	Programme Manager, Local Government Reform Programme	President's office
Mr Andrew Kitumbo	Labour Market Analyst	VETA DSM Regional Office
Mr PP Mateso	Director	VETA DSM Regional Office
Mrs Bernadetta Ndunguru	Director VET	VETA National Office
Mr Raphael Ndunguru	City Planner	Dar Es Salaam City Council
Mr Peter Häussler	Resident Representative	Friedrich-Ebert Foundation

## **Annex 3**

### **Notes on Issues to be discussed with Mr Ndimbo, Acting Assistant Labour Commissioner**

#### **National Employment Promotion Services Act**

Legal basis: National Employment Promotion Service Act 1999 (NEPSA), awaits being put into "operation" by the Minister of Labour. Also the National Employment Promotion Service Regulation 2000, is not in operation.

It is not clear whether the Ministry of Labour would attend to the tasks themselves, by for example setting up a public employment service structure with local offices or whether the Ministry would rather encourage the private sector to engage in some of the functions. The question arises which government agency would in the decentralised system be in charge of employment promotion.

Tasks (Part II) of the National Employment Promotion Service are

1. Placement
2. Vocational Guidance and employment counselling to job seekers and employers, including occupational aptitude and proficiency testing
3. active labour market interventions: promotion of employment
4. Labour market and occupational information
5. advisory services for lawful income-generation activities
6. promotion of self-employment
7. coordination of vocational training needs
8. Placement and vocational rehabilitation of disabled job seekers

#### Fees charged to the users of the service

According to the NEPSA fees are charged - however, if the fees are considered high, they could deter job-seekers and employers from using the service, while, when the fees are nominal (low) it would be rather cumbersome and not cost-efficient to collect nominal fees, receipt them and transfer them to the government treasury. Besides one needs a cashier, receipt books, ledgers, safe places, safe transport...

It could be considered to postpone the introduction of general user fees for a few years, in order to see whether the service is accepted sufficiently. Nevertheless, special services of the department, such as registering of Private Employment Promotion Agencies, issuing of work permits, etc. should be charged for.

In general: the user fees can (most likely) not generate enough (net) funds to run a modern employment service.

#### Open questions concerning the tasks and activities:

The tasks and functions mentioned are very vast and require qualified staff and reliable and extensive funding.

## **Tasks of the Frontline employment offices**

### 1. Placement

hardware required are office space, working telephone lines, computers, printers, desks, chairs, waiting areas, stationary, means of transport  
software required are information on the labour market, vacancies, training facilities, labour market and occupational information, vacancy register,

Staffing would depend on the area and number and type of industrial establishments, training institutions, etc. As a guide the Dar es Salaam Labour Exchange Center covers part of Dar es Salaam and employs 18 staff members. This office only provides placement services to job-seekers and employers.

### 2. Vocational Guidance and Counselling

One of the most important aspects is the availability of information on occupations, training facilities, trends in the labour markets. The counsellor needs psychological knowledge, interviewing skills, empathy, a sound knowledge of economic and legal aspects of the world of work. The counsellor needs to know all bigger companies, and all training institutions, additional all self-employment support services, informal sector advisory services. There is huge initial investment to be made to collect information. Further efforts are required to keep the information up to date. Special efforts are necessary to disseminate information in appropriate form to the different target groups.

If the service would emphasize vocational orientation as a guidance service many people could be covered: school classes for example, parents days in schools, public service announcements in radio, television, via internet. Content of such guidance could be rather general subjects such as: how and where do I find out the content of an occupation, how do I choose a profession, how do I find a training place, how do I write a CV and application letter.

Through information technology great quantities of data can be processed and made available. Self-service vocational and occupational information centres, where job-seekers and any interested person can retrieve information on computer terminal could be promoted. Data bases can be searched according to many criteria: occupation, occupational classification, locality....

Concerning occupational aptitude testing: usually these tests are the responsibility of psychologist - in rare instance vocational guidance counsellor (after specialised training) administer such tests. This service could be outsourced and paid for by the service. Usually such tests are only necessary in special cases (rehabilitation of disabled persons...).

Proficiency testing: usually is this done by professional associations: association of accountant, nurses, driving license, license to operate certain machinery, or as trade testing certificate. The Employment promotion service could in the framework of ALMI pay for the testing, if that would increase the chances of job-seekers finding employment.

The placement and counselling of disabled persons requires individual attention, since the individual capacities/ residual capacities/ constraints are all important to the vocational choice. Usually vocational rehabilitation is financed from workmen

compensation funds (in cases of occupational accident and diseases), or by medical insurances. Persons disabled from birth are in several countries covered by the employment service. Vocational rehabilitation and placement in employment tend to be expensive (training, wage subsidies, mobility aids, special equipment for sensory disabled, training allowance, physical changes of building, workplace, provision of means of transport...

A reliable form of financing the service has to be established.

### 3. Active Labour Market Interventions (ALMI)

Examples for ALMI are:

- vocational training (formal, non formal, informal, short-term, long-term, on-the-job, in training centres, schools, apprenticeship, specific skills...)
- vocational guidance and counselling
- provision of labour market information/ occupational information
- promotion of job search skills (presentations, application, CV, help with job search costs: photocopies, presentations of application, transport cost of interview, etc)
- help in mobility: relocation of worker and family
- wage subsidies to employers to increase individuals' chances to be employed (not often additional employment but replacement...)

Many of these interventions are high-cost, and require a source of steady and reliable funding. Especially vocational training soon gets expensive.

Research has shown that some of the more cost-effective interventions are the provision of job-search skills. This is not only helping people present themselves in an interview, and write convincing application letters, it also requires provision of up-to-date and reliable labour market information, information on specific vacancies, training opportunities...

The design / change/ of vocational training interventions to address specific labour market imbalances requires good skills in analyzing labour market data.

### 4. Promotion of Self-employment

A frontline employment service could support activities of other institutions, by encouraging job-seekers to consider self-employment, referring them to the assistance of qualified institutions, such as SIDO. The direct support of self-employment by giving business advice, start up capital could not be a task of the frontline employment service offices. However, part of the department of employment's task is the promotion of self-employment and the liaison with other institutions responsible for self-employment support.

### 5. Co-ordination of Training Needs

Since vocational training falls under the responsibility of VETA, the question of who would coordinate training is raised. The interface between training and employment has to be addressed. There is need to monitor the activities of VETA and ensure that training activities respond to demand in employment opportunities. The coordination of



training needs could be a legitimate task for a department of employment in the Ministry.

VETA employs in its national and regional (zonal) offices Labour Market Analysts, who are collecting labour market information for the design and monitoring of training interventions both for the formal and for the informal labour market.

#### 6. Advisory service for income-generating activities

An employment service office could support activities of other institutions, such as Ministry of Community development, small business support organisations, by referring job-seekers to them. A department in a Labour Ministry could further contribute that promising approaches are disseminated to institutions.

#### Organisation of the offices:

Specialisation of the officers according to occupational groups? or Labour Market segments?

Where would the offices be located? Lay-out, availability of rooms, waiting areas, display areas, blackboard, whiteboards, telephone lines, fax machines, computers, printers, means of transport, occupational information material, stationary, forms...

### **Function of an Employment Department in the Ministry**

The functions of an employment department are, of course, of a different nature than the functions of the frontline employment offices. All-important is the number and quality (qualification, experience) of the officers in the department, as well as the availability of finance to undertake some of the functions.

A process of setting priorities would need to start, as soon as the institutional set-up is clarified. The tasks would need to match the staffing: if there are only few officers, only very few roles of the Ministry can be fulfilled satisfactorily.

Many services, especially in the role "information service provider" could be undertaken by other institutions, such as such as VETA, social partners, etc. More concrete assessment would need to be undertaken to find out whether these other institutions are ready and able to undertake the tasks.

The following functions/ tasks could/might be considered:

#### 1. Policy making

- Making policies and strategies concerning employment and employment promotion, taking into account the local government reform
- Set standards and rules with regard to private sector involvement (private employment promotion agencies, counselling services); employment of foreigners; or employment of Tanzanians abroad.
- Reviewing other ministries' policy, such as the Policy in agriculture, education, health, informal sector, poverty reductions, local government reform, etc: all these policies have implications for employment

#### 2. Information Service Provider

- In cooperation with statistical authorities assess labour market trends, and other trends in employment. Analysis of data from other sources (statistical services,

tracer studies, labour market observation, rapid assessments). Attend to make labour market information accessible and understandable to a wide range of users. Making labour market data accessible for policy making. Disseminate regularly labour market data through a range of appropriate means (radio, internet, reports, public service announcements, news paper articles).

- Develop occupational information (information guide about occupation: contents, tasks, physical and training requirements).
- Develop inventories of training institutions, make them timely accessible to a range of users, such as schools, training institutions, attend to the regular updating of the information
- Test and pilot interesting, innovative approaches to self employment promotion and informal sector development on either regional, local or national level. Monitor and evaluate these efforts with a view to determine the conditions under which these could be replicated.

### 3. Catalyst

- Facilitation of exchange/ provide a forum between the stakeholders in employment matters (Government, trade unions, employment and informal sector organisations, and community based organisations). Help to establish on a regular basis round table talks, to facilitate informal contact between stakeholders in employment issues (like Expert Group on Employment Promotion). Contribute through topical lectures to a common understanding of labour and employment issues (such as reports on experience from other countries, reports on innovative approaches to employment promotion, information about special target groups, etc.
- Acquisition of financial resources for employment promotion in cooperation with appropriate programmes (local government fund, Poverty Reduction Strategy Fund.
- Provide technical assistance to local employment office/ local authorities on the collection and analysis of local and regional labour market data, assist in the dissemination of labour market data (attend to the clear layout, and attractive presentations) and assist in the logistic of distribution.
- Arrange and support visits of officers (employment officers or local authorities) to other regions of Tanzania to observe and learn about innovative approaches and share experiences.
- Assist in the replication of promising approaches through provision of financing and technical assistance.