

THE UNITED REPUBLIC OF TANZANIA

**TRAINING STRATEGY
FOR LOCAL GOVERNMENT AUTHORITIES**

**Prime Minister's Office
Regional Administration and Local Government**

May 2010

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ACRONYMS

ALAT	Association of Local Authorities of Tanzania
CBG	Capacity Building Grant
CBP	Capacity Building Plan
CBSC	Common Basket Steering Committee
D by D	Decentralization by Devolution
DLG	Director or Division of Local Government, PMO-RALG
DOD	Director or Division of Organizational Development, PMO-RALG
DRA	Director or Division of Regional Administration, PMO-RALG
HRM	Human Resources Management
HRMTF	Human Resources Management Task Force
HRMIS	Human Resources Management Information System
LGAs	Local Government Authorities
LGDG	Local Government Development Grant
LGRP	Local Government Reform Programme
LGRP II	Local Government Reform Programme Phase II
LLG	Lower Local Government
LTI	Lead Training Institution
M&E	Monitoring and Evaluation
MDAs	Ministries, Independent Government Departments and Agencies
MEO	Mtaa Executive Officer
MIS	Management Information System
MOU	Memorandum of Understanding
MTEF	Medium-Term Expenditure Framework
OJT	On-the-Job Training
OPRAS	Open Performance Review and Appraisal System
PICC	Programme Implementation Coordination Committee
PMO-RALG	Prime Minister's Office, Regional Administration and Local Government
PO-PSM	President's Office, Public Service Management
QTPs	Qualified Training Providers
RS	Regional Secretariat
TNA	Training Needs Assessment
TOT	Training of Trainers
VEO	Village Executive Officer
WEO	Ward Executive Officer

FOREWORD

The Government of the United Republic of Tanzania has decided to implement Local Government Reform aimed at transferring political, financial and administrative powers to the Local Government Authorities and eventually to the communities. The overall objective of the reform is to improve service delivery by making the Local Government Authorities more democratic and autonomous institutions within the framework established by central government.

One of the key policy area of the Reform is the administrative decentralization which aimed at delinking local authority staff from their respective ministries. Local Governments have thus the powers to recruit, promote and build capacity to their own personnel as a way to provide improved services in a transparent, accountable and equitable manner.

During the implementation of phase one of Local Government Reform Programme, the Government focused on the capacity building to Local Government staff. The Human Resource decentralization and capacity building was successfully implemented except for some challenges particular on the whole issue of training.

Local Government Reform Programme II (D by D) which has been built on the success of Local Government Reform Programme I, focuses on addressing the challenges experienced during the implementation of phase one.

In addressing challenge related to inadequate capacity at Local Government Level, the Prime Minister's Office Regional Administration and Local Government has developed a training strategy for Local Government Authorities which is a frame work for the provision of training to Local Government Staff.


The strategy addresses existing inefficiency, and misunderstanding between different prayers of the Local Government capacity building initiatives and establish a more efficient and streamlined training framework in which all players perform their clearly defined roles and responsibilities in a more efficient ad cost effective manner.

To this end, the strategy establishes a Lead Training Institution (LTI) which will play the central role in ensuring that the capacity building initiatives are executed towards the achievement of the intended objectives.

I believe that the training strategy is one step towards the realization of maximum utilization of limited resources by both central and Local Government. It is my expectation that different players will take their new roles and responsibilities as detailed in the framework and they will facilitate and participate in the operationalisation of the strategy.

Lastly but not least, I am pleased to extend my appreciations to all stakeholders involved in the development of the strategy. I extend my special appreciations to JICA for their remarkable support toward the development of the strategy.

I also thank LGTI, PMO-RALG and InWent staff for their commitment and support which facilitated the formulation and development of this strategy.



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Government

1. Back Ground and Situation Analysis

There appears to be a consensus among the stakeholders that the overall levels of capacity of the personnel at the LGAs are major bottlenecks in furthering the Decentralization by Devolution ('D by D') Policy of the Government of Tanzania as well as in other national and international goals such as those outlined in MKUKUTA, Vision 2025 and MDGs. In particular, the present levels of capacity of human resources at the LGAs are not sufficient to provide quality services required at the LGA level or to foster participatory development and democratic governance at the local level, envisioned as the policy goals of decentralization as promulgated in the D by D policy. This is why capacity development is a major focus of the Local Government Reform Programme Phase II (LGRP II).

While staff training is only one element of human resources management (HRM), it is a key for overall capacity development of the personnel. Staff training needs to be closely linked with other elements of HRM, including staff recruitment, appointment, promotion and other incentive mechanisms, in order for staff training to lead to enhancement of job performance and improved service delivery. Overall, as the Training Policy for Public Sector points out, the levels of investment in human capital development by the Public Service (including LGAs) is considered insufficient. From this point of view, some major concerns as listed below may be identified concerning the present status of staff training at LGAs.

First, at present, it is observed in some LGAs that there is an over emphasis on long-term training activities that are linked to certificates and academic degrees at LGAs, at the expense of short-term training programs, which aim at enhancing skills and knowledge that are directly linked to job performance of the personnel. While the expenditure percentage guidelines for the Core Capacity Building Grant ('CBG'), indicates minimum 50% of the funding to be allocated to skill development for councilors and staff, is adhered to, LGA staff are very much focused on career development-related courses and, in consequence, LGAs tend to prioritize allocation of other resources, including their own, for long-term courses. This situation is resulting primarily from the fact that academic qualification is one of major factors for promotion as stipulated in related Scheme of Service. There appears to be some skepticism among LGA staff on the relevance of performance evaluation conducted under the OPRAS system for the purpose of promotion. If this situation persists, it will result not only in inequitable investment of scarce resources on a few staff members, but also prevents training investment from its possible direct return as 'improved job performance' by the beneficiary of training. In other words, the prevailing preoccupation among LGA staff on qualification-related training can be ineffective, and from the view point of training investment, might not lead to the desired job-performance enhancement.

Second, closely linked to the first point above, the Capacity Building Plans are presently not developed based on solid training needs assessment ('TNA') of all staff, which are linked to the performance goals and planned activities for the year. While most of the LGAs appear to be implementing OPRAS system for goal setting of individual staff members, TNA is not conducted at the same time. Thus, 'training needs' is being derived from somewhere other than 'performance needs'. In fact, Council staff at large, is not involved in the Capacity Building Plan development process. Training needs are often determined by Departmental Heads without consultation with the staff members. Staff members are largely 'assigned' to participate in certain training by their supervisors and they have little room to exercise their initiatives. A system to link organizational performance goals with individual goals and training needs should be established. At the same time, the absence of a coherent training management information system needs to be addressed.

Third, there is prevailing inequity in terms of access to training opportunities among LGA staff, which affects staff morale. At the Council level, certain cadres of staff (e.g. Heads of Departments, Planning Officers) are seen as prioritized for training opportunities. Both at the Council and Lower Local Government ('LLG'), staff members in health (particularly clinical officers) and agriculture sectors have reasonable access to training opportunities to update technical knowledge and skills through respective central Ministry-led programs, while others have little access to opportunities for updating and upgrading their working knowledge and skills. LLG staff, including Ward Executive Officers ('WEOs') and Village Executive Officers ('VEOs') needs more training opportunity to enable them to execute their duties.

Fourth, at present, there is an overwhelming focus on the traditional set up of 'training programs,' that are taught by professional trainers in a classroom and usually residential set up. There is little awareness of various modalities of training, including on-the-job-training, other in-house coaching modalities and distance learning. The prevailing view on 'training' is extremely rigid and there is little flexibility. While a major proportion of job-related skills and knowledge could be acquired and enhanced by those who are experienced in-house, such opportunities are still not sufficient. The supervisors are neither sufficiently aware of such responsibilities nor provided with training on coaching skills. Availability of computer and access to internet is limited at LGAs and thus opportunities for distance learning are also limited. This is resulting in absence of low-cost training opportunities, limiting the overall number of training opportunities and making it difficult for many staff members to access necessary training. In other words, the present status is preventing realization of equitable access to training for all staff at LGAs.

Fifth, in terms of training service delivery, there are overlaps and inefficiency in division of responsibilities among the organizations involved. In other words, at present, available institutional and human resources for LGA training are not

being utilized in an optimal manner. For example, while the Prime Minister's Office, Regional Administration and Local Government ('PMO-RALG') is mandated to play the central role in facilitating capacity development at LGAs, its roles are not well defined. As a result, PMO-RALG is engaged in various different levels of duties, including actual training service delivery, which may be delegated to other entities. In order to implement the vision and policies as articulated in the Training Policy for Public Service, a new structure for delivery of training services with clear division of roles among the organizations involved is required. In order for PMO-RALG to focus on work at the policy-making level, there is a need for an institutional arrangement so that work is efficiently delegated and available resources in the country are effectively mobilized for better training for LGA staff.

Sixth, closely linked to the third point above, there is presently no monitoring mechanism of the quality of training providers or training provided by them to LGA staff. As of February 2010, there are 38 pre-Qualified Training Providers ('QTPs') in Tanzania, acknowledged by PMO-RALG. The majority of them are based in Dar es Salaam, resulting in inequitable access to training services by the LGAs outside Dar es Salaam. In addition, the qualification exercise based on a set of criteria issued by PMO-RALG took place in 2005 and 2006, which has not been updated since. There is a need to establish a system to regularly review the status of QTPs, update the list and expand the number of QTPs as appropriate. In addition, services to support the QTPs with provision of appropriate TOTs and standardized course curriculum, tailored materials as well as regularly updated course materials would be also required. As the Training Policy points out, the functional relationship between Public Service and the providers of training services and professional associations is presently weak. Such linkages need to be strengthened to ensure that information in training materials may be maintained up-to-date and professional inputs to training may be sought as appropriate. Furthermore, awareness on the Standardized Courses and their accessibility by LGAs need to be substantially enhanced.

Seventh, the funding source for training is still compartmentalized based on agenda of various MDAs and the available resources for the LGAs to prioritize based on their staff's training needs is limited. At present, there are several CBGs under several MDAs and the guidelines for usage of these funds are not harmonized, even though consolidation and harmonization of CBGs has been already agreed upon by the signatories of the LGDG Memorandum of Understanding ('MOU'), January 2009, including the Government of Tanzania. As a result, LGAs are unable to take pro-active steps to develop their own Capacity Building Plans for their personnel, based on the appropriate TNA, which focuses on the gaps between existing capacity and needs for service provision at LGAs.

Finally, apart from difficulties of access to necessary training opportunities, LGA staff at large, particularly at the LLG level, is finding oneself unable to

deliver the required services to the local population due to unavailability of essential facilities and equipment, particularly transportation. Particularly for LLG level personnel, transportation is essential for all extension services. At present, a number of extension service personnel at LLG are struggling to cope with the situation with usage of public transportation. The situation is significantly affecting the staff morale. Given the present situation, without simultaneously addressing the availability issue of some of the essential facilities and tools, upgrading skills and knowledge of LGA personnel through training is likely to produce little result in enhancing their service delivery on the ground. Retooling, effective and equitable management of existing facilities and equipment, as well as their appropriate maintenance, need to be tackled as a priority and an integral part of capacity building of LGAs.

2. Positioning of the Training Strategy for LGAs, scope of coverage and the implementation period

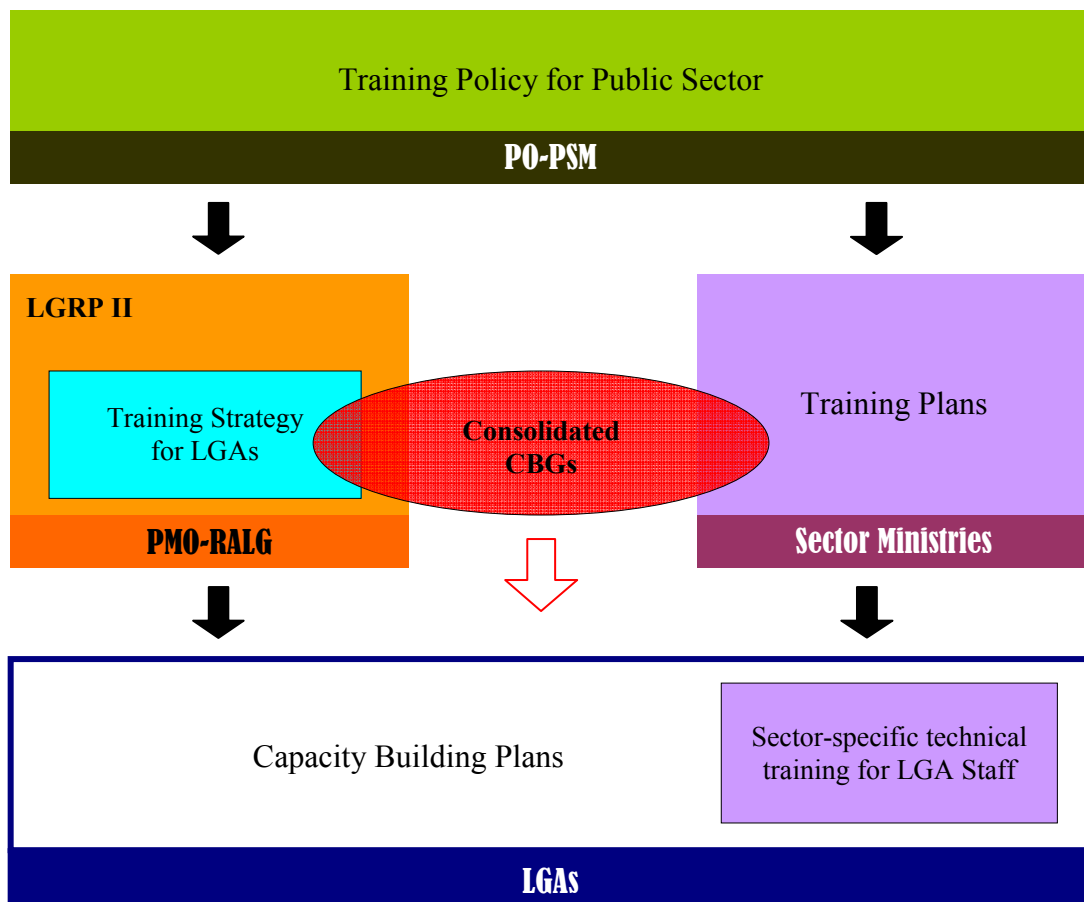
The Training Strategy for Local Government Authorities is being developed in coordinated manner with the Training Policy for the Public Service, which has been approved by the Cabinet in []. This means that the Strategy has been developed in order to facilitate implementation of the Training Policy among the LGAs. While the Strategy shares the overall policy goals with the Policy, the former document aims to clarify the specific objectives, issues and priorities pertaining to staff training among LGAs. In addition, the Strategy clarifies proposed implementation modalities of the key policy statements outlined in the Policy, in order to achieve its objectives and to tackle the issues at the LGA level. As such, the LGAs are expected to develop their Capacity Building Plans based on the guidance of the Strategy. In order to ensure that Capacity Building Plans duly reflect the Strategy, the existing guidelines for preparation of the Capacity Building Plans shall be reviewed and revised as appropriate.

As illustrated in Figure 1 below, the Strategy only applies to LGAs and not to other MDAs. However, some parts of the CBGs, which finance major proportion of the training activities for LGAs, are presently funded by several MDAs, such as the Ministry of Agriculture, Food Security and Cooperatives, and the Ministry of Water and Irrigation. Therefore, close coordination among Ministries is essential for the Strategy to be implemented successfully. In this regard, roles of various concerned parties are elaborated under §4.4 of the Strategy.

The scope of coverage of the types of LGA training under the Strategy may be defined as: 'all training for LGA and LLGA staff as well as Political Leaders, including those programs of technical nature, which are directly organized, funded and offered to LGAs by MDAs'.

The implementation period of the Strategy coincides with that of LGRP II. Within the framework of LGRP II, the Strategy is identified as a Programme output (item 2.2912) under Component 2.2. Organizational and HR development, Strategic Initiative 2.29: 'To strengthen local training capacities for LGA staff'. The target outcome of 2.29 is 'More effective and efficient leadership management of LGAs'.

Figure 1: Positioning of the Training Strategy for LGAs



3. Policy Goals and Objectives of the Training Strategy for LGAs

As discussed under Chapter 2, the Strategy is derived from the Training Policy for Public Sector. As such, the Strategy shares the overall policy goals. The Strategy, however, has its own specific objectives for LGAs, which reflects the vision of the D by D policy and the objectives of the LGRP II programme.

As the Policy states, “the main focus is to strengthen the relevance of numerous efforts to improve human capacity within the Public Service (including LGAs) through training and development taking into consideration the current reform programme, challenges and dynamism required to cope with the speed of events. The Policy aims at building and maintaining the Public Service as an efficient, effective and professionally competent administrative machinery of the Government capable of initiating and implementing Government Programmes within the context of a changing socio-economic environment.”

3.1 Policy Goals

As stated in the Training Policy for Public Sector, the policy goals of the Strategy are:

- (i) To ensure a well organized, coordinated system of training and development of staff in the Public Service; and
- (ii) To provide guidance for the efficient, effective training of human resources and their subsequent utilization.

3.2 The Specific Objectives for LGAs

While sharing the overall policy goals with the Training Policy for Public Sector, the Strategy has five specific objectives aimed at developing human resources and building capacity at the LGAs in order to further the objectives of the ‘D by D’ Policy:

- **Objective 1**

To provide clear guidance, standards and priorities for the efficient and effective training and development of human resources and their subsequent utilization in the LGAs, with a view to enhance job performance of their personnel and service delivery.

- **Objective 2**

To ensure that staff training is an integral part of efforts for career advancement and orderly succession in the LGAs and that all staff will

have equitable opportunities to access necessary training to ensure desired levels of job performance.

■ **Objective 3**

To create a more effective, stream-lined institutional arrangement for training service provision, including clear division of roles for PMO-RALG, the Lead Training Institute (LTI) and training service providers.

■ **Objective 4**

To establish an appropriate mechanism for quality assurance of training, through monitoring and evaluation of training interventions, training service providers and the resulting impact on job performance of training beneficiaries.

■ **Objective 5**

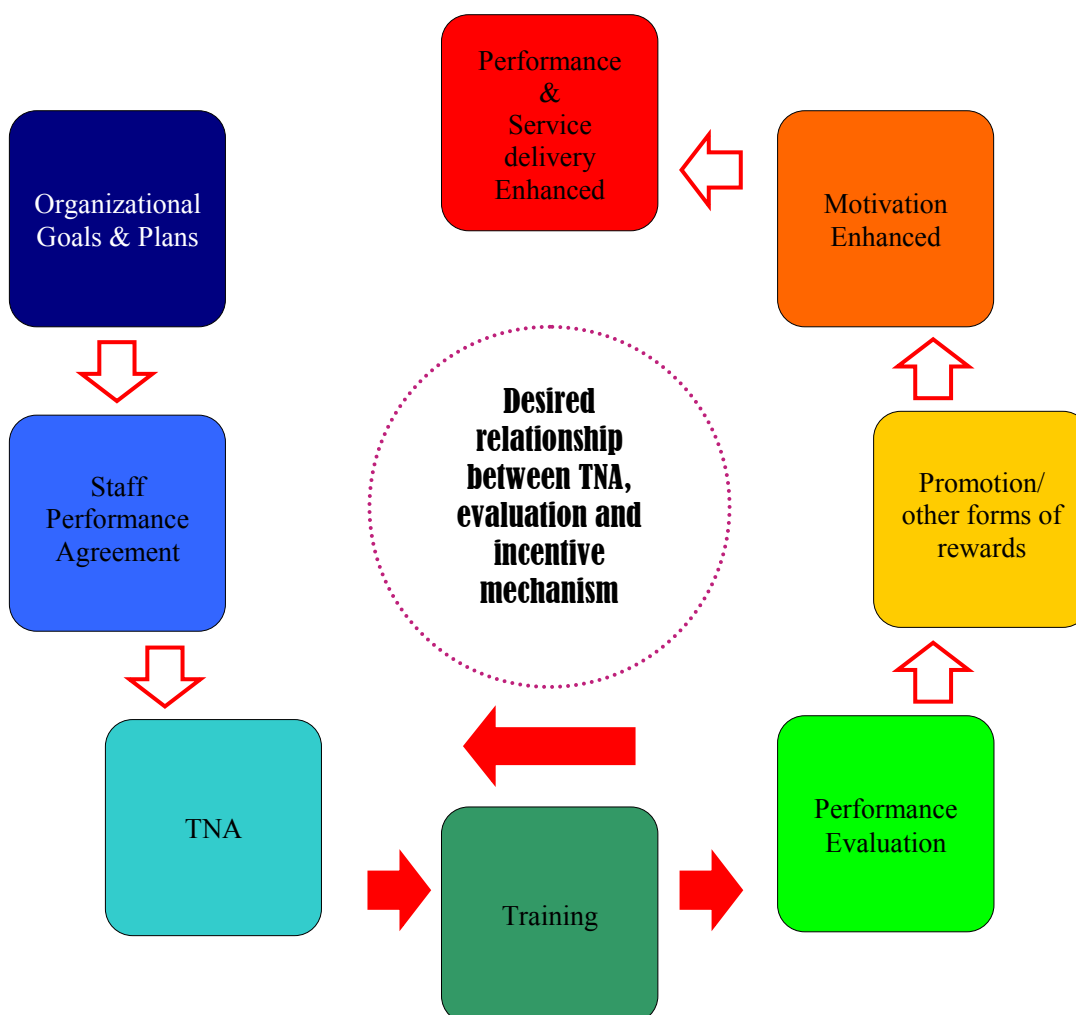
To create an enabling environment for LGAs to proactively develop and implement their own staff training plans, including ensuring available financial resources for such purposes.

4. Components of the Training Strategy

4.1 Setting targets and prioritizing training for more effective and equitable LGAs staff capacity development

This component aims at achieving the Objectives 1. and 2. of the Strategy. As discussed in Chapter 1 of the Strategy, at present, some LGA staff members generally place a disproportionately high emphasis on capacity building on long-term, qualification-related career development programs. Due to the high cost of these courses, only a few staff members from a Council may benefit from such training programs annually. The Strategy advocates prioritization of short-term training, low-cost programs that are directly linked to enhancement of job performance of the LGA personnel. Public funds for capacity building of personnel need to be more effectively used for training programs that directly lead to better services by LGAs. Under the Strategy, as Figure 2 below illustrates, a mechanism under which staff training is directly linked to achievement of organizational goals and plans shall be established.

Figure 2: Desirable relationship between training needs, performance evaluation and incentive mechanisms



4.1.1 Assessing training needs of staff and organizational needs

As illustrated in Figure 2 above, training needs of the staff members need to be logically derived from the organizational performance needs. Under the present performance planning system of the Public Sector in Tanzania, each organization is required to develop a Medium-term Strategic Plan, from which the Annual Activity Plan is developed. Thus, each Division or Section of the organization shall develop its Annual Activity Plan based on the overall Plan of the Council, which would be the basis for individual Plans of staff members, as reflected in OPRAS. The knowledge and skills gap of each individual staff member would be identified in this process (please see detailed discussion on conducting TNA under 4.3.1 of the Strategy). In this manner, Councils shall be able to ensure that individual staff members' training needs are directly linked to service delivery needs at the organizational level.

4.1.2 Ensuring equitable opportunities for training for all staff

An effort to link training needs of staff with organizational performance needs shall be exerted hand in hand with an effort to ensure equitable opportunities to access necessary training for all staff. This, in turn, means a need for a dramatic expansion of the number of training opportunities for LGA staff. So, what does this actually mean? Clearly, it is unrealistic to expect an equally dramatic expansion of the financial resources for capacity building within the short span of time period for implementation of the Strategy. Thus, it requires innovative and flexible thinking on the part of all parties involved. Training is not necessarily limited to those courses and programs offered by professional training institutions in a proper classroom set up. A wide variety of training modalities and opportunities shall be considered in a flexible manner.

First, a greater emphasis on in-house training, particularly coaching by supervisors for more effective on-the-job training (OJT) shall be in place. In-house training shall also include training on basic skills (e.g. basic computer skills) by in-house staff members with superior skills to those staff who need the skills to perform their duties. Peer learning opportunities, including through in-house seminars and meetings shall be promoted.

Second, Regional Secretariat staff shall play an active role in imparting up-to-date information on relevant Governmental rules and regulations, including those on human resources management.

Third, PMO-RALG and LTI shall look into ways to expand the training opportunities, including expansion of QTPs in all Regions of the country. LTI shall be tasked to provide them with appropriate TOTs and training materials to ensure easier access of LGAs in remote areas to quality training opportunities

by QTPs. As a means to expand access to training opportunities, distance learning shall be considered as possible training modality.

Fourth, staff members at LLG level, including WEOs and VEOs, shall be provided with equal priorities for training opportunities as the Council staff members. In particular, when new rules and regulations require certain LLG staff to perform additional duties, staff members shall be provided with appropriate training.

Fifth, LGAs shall prioritize improvement of staff access to computer and internet facilities in order to enhance equitable access to information by all staff.

4.1.3 Prioritizing training for enhanced job performance and service delivery

As discussed in Chapter 1 of the strategy, an over emphasis on long-term training linked to certificates and academic degrees at LGAs is presently observed in some LGAs. A few staff members benefit from these long-term, high-cost training programs at the expense of short-term training programs, which aim at enhancing skills and knowledge that are directly linked to job performance of the personnel. It has been made clear by LGA staff themselves that this situation is resulting primarily from the fact that academic qualification is one of major factors for promotion. Thus, in a long-run, the related promotion policy requires review in order to take consideration not only academic qualification but also on job-related experience including practical training. Alternatively, the Government may be able to look into a possibility of establishing low-cost means to obtain higher qualifications, including through distance learning. However, apart from the review on the existing policy, which may take a long time, the LGAs shall take immediate actions, in their development of Capacity Building Plans, to allocate major proportion of available financial resources to job-specific, short-term skills and knowledge training opportunities and OJTs.

4.1.4 Linking training and career advancement

As the Training Policy clearly states, 'Training efforts should be linked to career advancement' (Policy issue 3.4). However, this does not mean that training for qualification attainment agenda will continue to dictate the training resource allocation at LGAs. Rather, as the Training Policy points out, "to ensure that training is an integral part of efforts for career development and orderly succession in the public service, the principle of meritocracy and commitment to organizational goals should be adhered to." (Policy issue 3.4) In other words, the functioning of OPRAS system for recognition of good performance, which leads to promotion, needs to be ensured. Under LGRP II, there is a Programme output to establish appropriate OPRAS for LGAs (2.251). Moreover, another Programme output under LGRP II shall establish Human Resources

Management Information System (HRMIS) and the records management system (2.271), which would ensure easy access to updated information on qualification and skills among staff. In addition, the Policy also points out the importance of provision of career guidance and counseling to employees so as to raise their awareness on career prospects as well as measures such as regular job rotations, experience sharing, job placements, attachments, coaching and mentoring as means to improve capacity of staff (Policy issue 3.4).

4.1.5 Position-based training framework for practical training

As it has been already made clear in previous sections, the Strategy advocates that staff training shall be primarily focused on enhancing job-specific knowledge and skills. Other generic area that requires strengthening is appropriate job orientation and induction training for all LGA staff. This has been identified as among the most important training needs by the LGA staff members under the situation analysis exercise. The practical training courses, which include the standardized courses provided by QTPs and training courses for LLG staff, shall be organized in single framework based on positions level of staff from induction level to management level, in order to promote efficient and effective capacity development. A purpose and needs of training differ according to position level of staff; a newly recruited personnel is required to have certain awareness of local government and their assigned task through induction training, while mid-level staff with 3-5 year-experience would benefit from gaining advanced skill relevant to his/her duty through training. As illustrated in Figure 3 below, the position-based training framework which clearly defines target group, facilitates LGA staff to have clear understanding of required skills in each position and avoid 'miss match' between contents of training program and a needs of a trainee. Another pro of the framework is to encourage LGA staff to learn their strengths and weakness from other trainees and to promote networking among those who has same duty by putting them in same training course. In addition, the categorization of level in the framework helps PMO-RALG and LGAs comprehend all training courses for LGA staff and, thus, has advantage in keeping individual training record which can be used for human resource management.

Figure 3: Position-based training framework for practical training

LEVEL	TYPE OF TRAINING	TARGET GROUP
Level 5	Managerial (Knowledge & Skill) <ul style="list-style-type: none"> Management Development Courses 	All management level personnel (1-4 year experience)
Level 4	Managerial-Induction (Knowledge) <ul style="list-style-type: none"> Induction Course (as a manager) 	All management level personnel (Newly appointed / recruited Manager)
Level 3	Advanced (Skills) <ul style="list-style-type: none"> Subjects in high demand (Advanced level) VEO/MEO Training (Advanced level) 	Selected personnel (5-10 year-experience in specific area)
Level 2	Basic (Skills) <ul style="list-style-type: none"> Standardized Courses Subjects in high demand (Basic level) VEO/MEO Training (Basic level) 	All personnel (1-4 year-experienced personnel)
Level 1	Induction (Awareness) <ul style="list-style-type: none"> Induction Course (as a staff of government) 	All personnel (Newly recruited personnel)

4.1.6 Developing Capacity Building Plans, which are closely linked to MTEF and based on TNA of all staff

Capacity Building Plans shall be developed by the LGAs themselves, reflecting the results of TNAs, in conjunction with their development of the Medium Term Expenditure Frameworks ('MTEF'), outlining specific plans for which category of staff to take part in what types of training and when. As discussed earlier, TNA of all LGA staff, as the basis for development of Capacity Building Plans shall be strengthened. The preparation process as well as the Capacity Building Plan itself shall be made transparent to LGA staff members.

4.2 Establishing a more efficient, stream-lined training service provision system

This component aims at achieving Objective 3. of the Strategy.

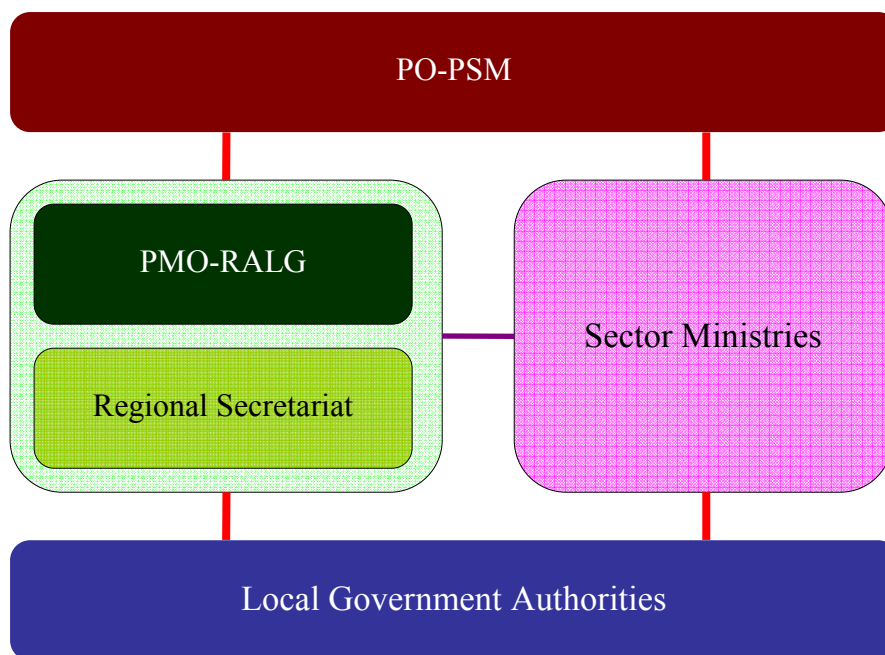
In order to address the existing inefficiency in division of responsibilities among concerned organizations, a new stream-lined system for training provision shall be established so that each organization/institution performs its

own clearly-defined roles and responsibilities in an efficient and effective manner.

4.2.1 Stream-lining the responsibilities among related organizations

With respect to the statutory linkages among the concerned governmental organizations, the relationships may be illustrated as follows:

Figure 4: Statutory linkages among governmental organizations

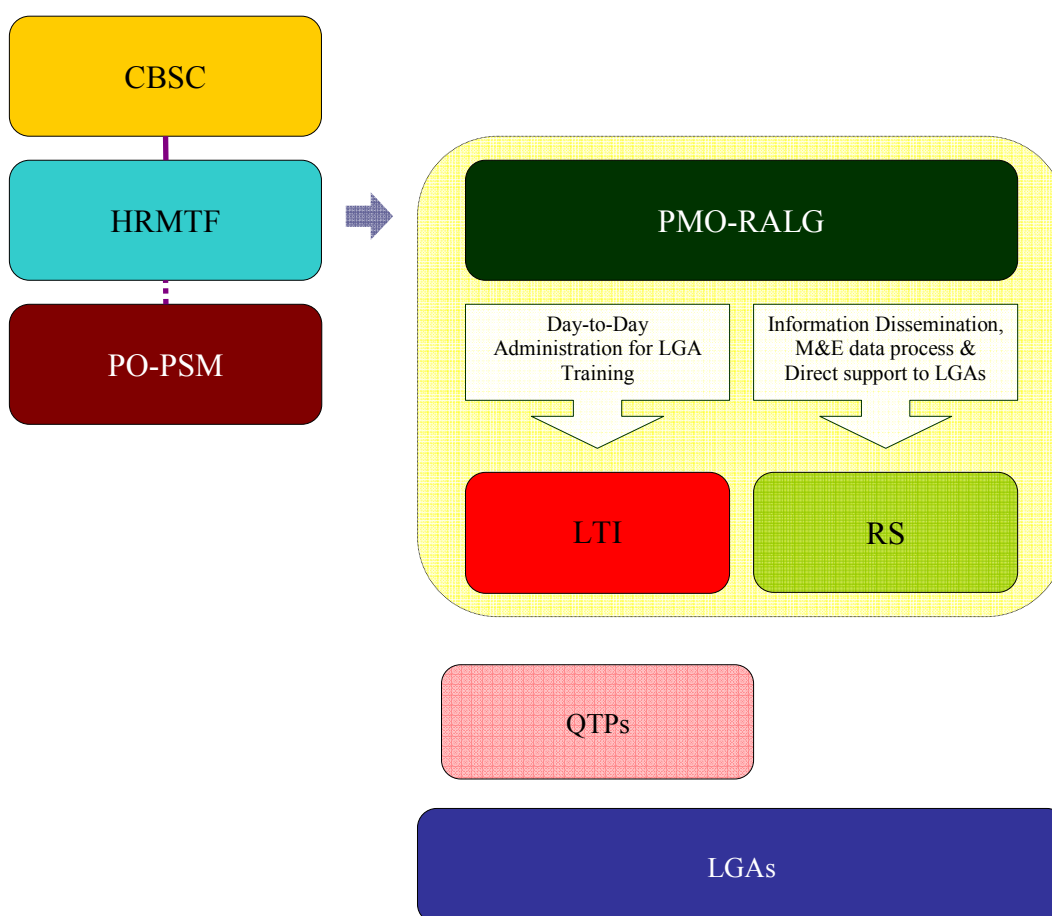


Based on the above illustrated statutory relationship, all matters concerning training and HRM of LGA personnel are governed by the policies and regulations issued by PO-PSM for all public services. PMO-RALG, through the Regional Secretariat, plays the 'intermediary' roles between PO-PSM and the LGAs by developing specific guidelines for implementation of the broader policies for the public service at the LGAs and communicating the concerns of the LGAs to PO-PSM. The Regional Secretariat (RS) plays supporting and monitoring roles among PMO-RALG, sector MDAs and the LGAs.

4.2.2 Training Provision Framework

Apart from the above statutory roles, the Strategy proposes to establish the following training provision framework for administrative purposes, aiming for more efficient and effective utilization of institutional and human resources for provision of training services for LGAs:

Figure 5: Training Provision Framework



In essence, under the new Training Provision Framework, each actor in Figure 5, namely, PMO-RALG, RS, the Working Group for Implementation of the Training Strategy, the Lead Training Institution (LTI), QTPs, LGAs and the Human Resource Management Task Force (HRMTF) shall play clearly defined roles in a well-coordinated manner. In particular, under this framework, the Lead Training Institution shall be established, to which majority of the coordination and quality assurance roles shall be transferred from PMO-RALG, which enables PMO-RALG to focus on its policy-making roles. The details of each actor's roles are discussed under 5.1 of the Strategy.

4.3 Managing the quality for more effective training

This component aims to achieve the Objective 4. of the Strategy.

As has been already clarified, the Strategy advocates for establishment of a system, which ensures that effective training is provided to LGA personnel, which results in enhancement of their job performance that ultimately leads to improved service delivery to the people of Tanzania. To this end, the Strategy suggests establishment of a comprehensive monitoring and evaluation (M&E) system, which ensures that 1) quality training is provided to those who require them based on their job descriptions and TNA; and 2) that the impact of

training is followed up through performance evaluation of the training beneficiaries. Figure 2 illustrates the 'chain-effect' which is expected to emerge as a result of establishment of such M&E system.

4.3.1 Establishing a system for training needs assessment (TNA)

Training needs of each staff member of LGAs shall be assessed against their job descriptions, and in more immediate terms, the goals and plans of activities to be implemented during the coming year. Thus, logically speaking, under the present HRM system of the public service in Tanzania, TNA has to be implemented at the time of 'goal setting' under the OPRAS system. Under OPRAS, the supervisor and the staff have to jointly agree on the goals, the necessary actions as well as required resources to achieve those goals at the beginning of each financial year. Each staff member is held accountable under this performance assessment system to implement the activities in order to achieve the agreed-upon goals. Thus, if some of the actions appear challenging to implement with the existing knowledge and skills of the staff member at the time of goal-setting, they become his/her 'training needs'. In other words, the TNA shall be conducted in conjunction with OPRAS goal-setting. Again, under the existing HRM system in place in Tanzania, it is clear that there is no better moment for TNA to be conducted. This means that the staff member is held accountable for achieving the goals provided that the necessary training is offered and required resources are allocated to that particular individual in a timely manner. In other words, the supervisor (or the LGA) is held accountable for provision of the necessary training opportunity and resources for the staff member.

The challenge lies in how to ensure that the identified training needs maybe followed up properly and that necessary training may be provided to the staff member. The first step to face this challenge is how to ensure recording of the TNA results (together with the entire result of OPRAS). There is a need for HRMIS for each individual staff to maintain the record of OPRAS, including the results of TNA in an easily accessible manner. Such information also has to be duly reflected on the Capacity Building Plan of the Council.

The second step involves a solution to expand training opportunities so that all employees are able to access necessary training within a short period of time. As has been already pointed out in the Strategy, this requires innovative thinking and actions with a view to dramatically expand in-house and locally based low-cost, basic training opportunities (e.g. basic computer training, secretarial skills training, etc.) as well as accessing available distance learning opportunities. The conventional view, which focuses on limited and high-cost institution-based training shall be fundamentally reconsidered. Establishment of a vastly improved and thorough TNA system would most probably dramatically increase the actual need for training. Thus a means to respond to such demand has to be ready at the time of the establishment of the new TNA system. Without a clear commitment on the part of PMO-RALG and LTI to face

this challenge, establishment of a better TNA is meaningless. (Please also refer to 4.1.2 of the Strategy).

4.3.2 Training of trainers for text authors and training service providers

The LTI is responsible for providing TOT to QTPs and other potential training providers in order to ensure the quality of their training. Please see more detailed discussion on this topic under 5.1.3.

4.3.3 Evaluating the quality of training service providers

As a part of its M & E responsibility, the LTI shall periodically assess the quality of the QTPs from two perspectives: 1) annual assessment to ensure that each QTP maintains its qualification based on the criteria issued by PMO-RALG¹; and 2) (unannounced) spot check of the quality of training courses by sending observers to randomly selected training sessions and by analyzing the feedback forms filled-in by the participants. Reports of these evaluation activities should be sent to LTI for its review and action.

4.3.4 Training for staff of Regional Secretariats

The LTI shall have responsibility for providing training to Regional Secretariat staff members. Regional Secretariat takes important part of the training provision framework. It shall be function as a part of M&E mechanism to assist PMO-RALG/LTI, while providing support to LGAs for CBP preparation and monitoring work. Regional Secretariat shall also take a role of disseminating up-to-date information on relevant Governmental rules and regulations, including those on human resources management. Hence, its staff shall be appropriately trained. Please see more detailed discussion on this topic under 5.1.5.

4.3.5 Monitoring the progress of staff development at LGAs

Through the OPRAS performance assessment system, the supervisors at LGAs shall assess progress of the staff members and the impact of training based on the staff members' job performance during the past year. The staff members themselves should be given an opportunity to reflect on the impact of training and how it helped them in fulfilling their professional duties as well as in their personal development. In this regard, PMO-RALG, through the Regional

¹ Criteria for assessment include: areas of expertise, organizational experience including that with LGAs, training activities during the recent years and company registration status.

Secretariat, shall extend support for LGAs to reflect the above assessment results in the quarterly and annual Capacity Building Grant reporting.

4.3.6 Establishing an appropriate incentive mechanism

All of the above M&E mechanisms, regardless of its quality, would not ultimately achieve its goals unless the LGA staff members are rewarded appropriately for their efforts to go through training for better job performance and better service delivery. In a long-run, a training system without linkages with appropriate incentive mechanisms is not sustainable.

In the absence of other incentives, significantly improved performance at public service should be, in principle, rewarded by promotion. Under the existing promotion system based on the 'Scheme of Service', promotion is dependent on academic qualifications among other factors. In other words, LGA staff is unable to attain promotion beyond certain levels of grade without specified academic qualifications, which are usually higher than the entry level qualifications. As a result, 'improved performance' alone is only partially rewarded by promotion under the present system. The appropriateness of the present promotion system for LGA staff deserves a review by the Government Authority.

However, apart from the review of the existing promotion system, PMO-RALG shall consider instituting other informal incentive mechanisms to properly reward good performance of LGA personnel. Under the LGRP II Programme, the Strategic Initiative 2.26 focuses on incentives. Such incentive mechanisms might include different forms of 'pay for performance' (set amount of payment for delivery of service, where possible) and public recognition of superior performance of the staff members.

4.4 Ensuring an enabling environment for proactive training by LGAs

This component aims at achieving Objective 5. of the Strategy.

All concerned bodies of the Government need to fulfill their roles and responsibilities in a concerted manner in order to enable LGAs to prioritize training for their own personnel according to their organizational needs, with a view to enhance their effectiveness of service delivery at each locality.

In a nutshell, each stakeholder shall take necessary actions towards the following ends:

- To secure sufficient and flexible financial resources for training of staff at LGAs, including harmonization and consolidation of the presently compartmentalized Capacity Building Grants;

- To ensure broader HRM policies, rules and regulation are in line with the goals and objectives of the Strategy; and
- To address critical issues that impact staff performance and staff morale at LGAs, including LLGs, including, but not limited to, provision of necessary facilities and tools for LGA personnel to perform their duties and staff welfare.

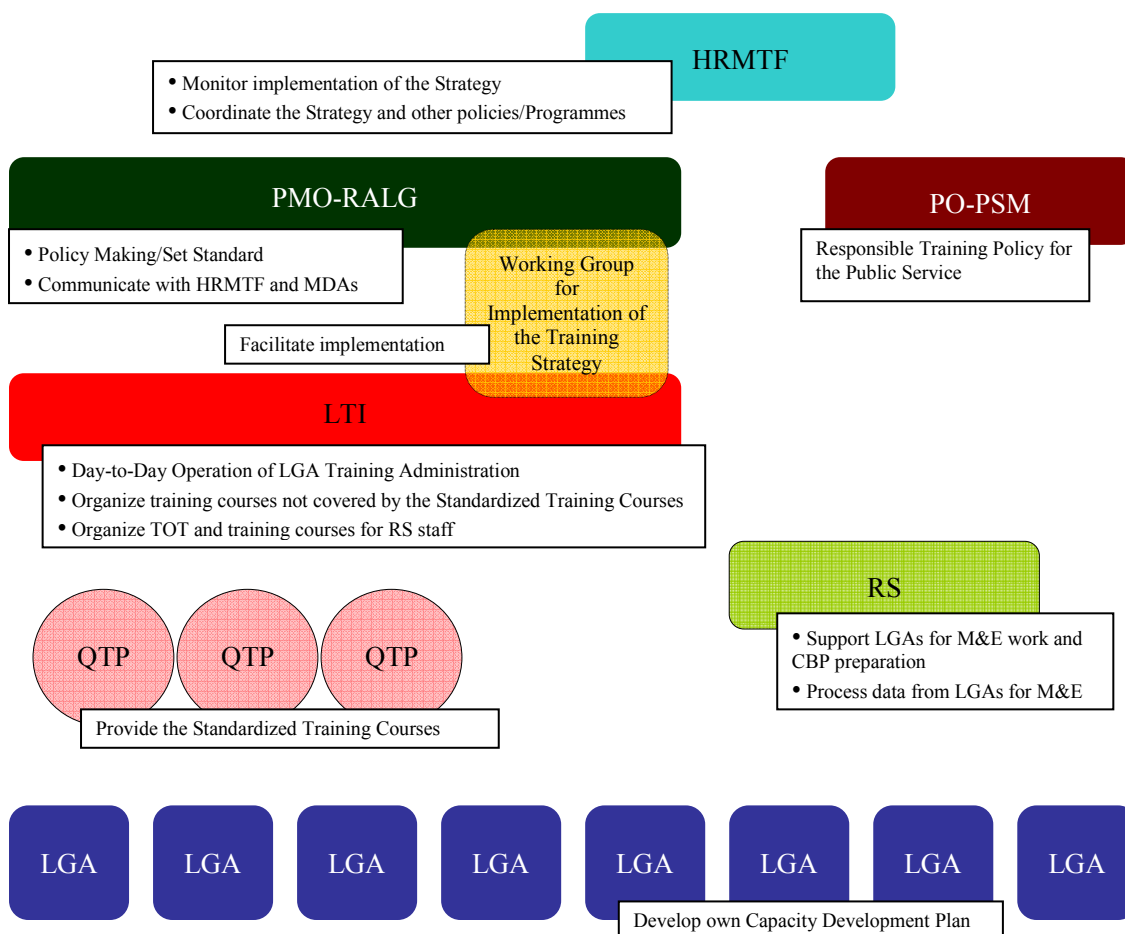
Details of the roles and responsibilities of each stakeholder are discussed under 5.1 of the Strategy.

5. Institutional and financial arrangement for implementation, M&E of the Training Strategy

5.1 Roles and Responsibilities of the Stakeholders

The institutional structure for implementation of the Strategy shall be as illustrated in the Figure 6 below. The institutional arrangement is essentially the same as the Training Service Provision Structure as introduced in 4.2 of the Strategy.

Figure 6: Institutional Arrangement for implementation of the Training Strategy



5.1.1 Roles and Responsibilities of PO-PSM

PO-PSM is not directly involved in the administrative operation of the implementation of the Training Strategy, except for through its membership at HRMTF of LGRP II. However, the effectiveness of the Training Strategy implementation would be fundamentally based on the overall Policies and Regulations for the Public Sector, which is under the authority of PO-PSM.

Thus, through its statutory linkages, PMO-RALG would hold consultations with PO-PSM, as required, on the policy and regulatory issues that have bearings on implementation of the Strategy. As such, PO-PSM shall cooperate with PMO-RALG on the HR policy matters under its authority, in order to ensure effective implementation of the Training Policy for Public Service at LGAs.

Other key areas of responsibilities of PO-PSM, as stated in the Training Policy for Public Sector include:

- (i) Formulating an appropriate training policy strategy;
- (ii) Providing advisory and support services related to training and development issues to public organizations;
- (iii) Coordinating the administration and management of scholarships;
- (iv) Develop and issue guidelines which will cater for the implementation of the Training Policy;
- (v) Monitoring and Evaluation of the Implementation of the Training Policy;
- (vi) Lead role in standard setting, accreditation and quality assurance.

5.1.2 Roles and Responsibilities of PMO-RALG

PMO-RALG is the primary policy-making body in implementation of the Training Strategy as well as the Training Provision Framework for LGAs. PMO-RALG oversees, through the Lead Training Institution (LTI) and Regional Secretariat, the overall functioning of the institutional arrangement for implementation of the Strategy. On policy matters, it consults regularly with HRMTF, the Common Basket Steering Committee (CBSC) as well as with PO-PSM and the Local Government Authorities, through Regional Secretariat, as appropriate. PMO-RALG shall transfer most of the administrative responsibilities in LGA training to LTI.

In terms of its monitoring role to ensure the overall functioning of the System, it primarily conducts direct supervision of the work of the Lead Training Institution (LTI) and Regional Secretariat. As such, PMO-RALG is primarily responsible for capacity development of LTI and Regional Secretariat as well as ensuring the quality of all aspects of its operations. In order to effectively implement such functions, PMO-RALG shall establish a Working Group for Implementation of the Training Strategy (please see 5.1.4 below for the details of its functions), chaired by the Director of Local Government and the membership of which include key staff members of PMO-RALG and LTI.

More specifically, PMO-RALG shall:

- Be responsible for policy issues pertaining to staff training at LGAs, including future revisions of the Training Strategy;
- Communicate with the HRMTF, CBSC and PO-PSM on related policy matters with a view to take necessary actions;

- Communicate with MDAs on matters of sector specific training;
- Be responsible for overall supervision and provision of support to LTI and Regional Secretariat in order to ensure effective and efficient operation of the Training Provision Framework as stated in the Strategy;
- Provide updated information on policy and regulatory matters to the Regional Secretariat and other stakeholders;
- Ensure budgetary allocation to implement the Strategy;
- Qualify/disqualify QTPs, approve the Standardized Courses and set criteria for M&E; and
- Other policy matters, as appropriate.

5.1.3 Roles and Responsibilities of Lead Training Institution (LTI)

The Lead Training Institution (LTI) shall play the central role in ensuring the functioning of the day-to-day operation of the Training Provision Framework. LTI's roles are primarily in 5 areas:

- Coordinate training programmes, providers and resources & disseminate information;
- Assure quality of training programmes and providers for practical training including the standardized courses;
- Organize TOT for training providers and training for RS staff;
- Organize practical training in especially needed area; and
- Revise/develop curricula and material for TOT and the practical training courses including the standardized courses.

First, in terms of its coordination and information dissemination role, LTI shall facilitate provision of equitable training opportunities to LGAs by linking the training needs of the LGAs and available training service providers and training programs, including the Standardized Training Courses for LGAs. In other words, LTI shall play the role of 'information clearing house' with respect to LGA training. As such, LTI not only maintains a database on existing QTPs, but also explores the potential training providers in specific areas of LGA's training needs, including those available through distance learning. LTI shall also help establish a system to disseminate pertinent training-related information to LGAs and QTPs and to assist in networking among relevant organizations.

Second, with respect to LTI's role in training quality assurance, it shall monitor and evaluate each stage of the training cycle, including, TNA by the LGAs, training activities, training providers and the impact of training on the beneficiaries (i.e. LGA personnel). LTI shall be responsible for regularly updating the content of the Standardized Training Courses for LGAs, including ensuring the changes in Governmental laws and regulations are appropriately reflected in the training materials. LTI shall be also responsible for implementing a regular evaluation exercise of the QTPs and its training courses and report to PMO-RALG.

Third, LTI shall also contribute towards enhancement of quality as well as the expansion of the number of the training service providers through organizing Training of Trainers (TOT) services to QTPs, as well as other potential training service providers. TOT may be also provided to other types of potential trainers (e.g. 'peer trainers' selected among LGA staff and supervisors at large) on specific subject matters. LTI shall also organize training to Regional Secretariat staff. This issue shall be discussed at the Working Group, nonetheless LTI shall be responsible for organizing TOT and training for RS staff.

Fourth, LTI shall organize practical training courses, based on the identified training needs of LGAs, which are not contained in the Standardized Courses. Such training may include those systems and regulations that PMO-RALG is responsible for dissemination to LGAs, including OPRAS and HRM rules and regulations and follow-up of previously conducted training courses to LGA staff, including training course for WEOs, VEOs and MEOs. The areas of training to be delivered by LTI are meant to be supplementary to the training services provided by QTPs. In other words, LTI adjusts its areas of training service provision based on the information on training needs at LGAs and available services provided by the QTPs. Nevertheless organizing practical training is under responsibility of LTI, the issue shall be discussed at the Working Group.

Fifth and finally, LTI is also responsible for training curricula and material development. The development is not only for the practical training courses organized by LTI, which includes training courses for LLG staff and induction course for all LGA staff, but also revision of the standardized courses provided by QTPs.

5.1.4 Roles and Responsibilities of the Working Group for Implementation of the Training Strategy

The Working Group for Implementation of the Training Strategy shall be established in order to facilitate the work of the Coordinator of Component 2 under the LGRP II, namely, the Director of Local Government (DLG), who coordinates the work that concerns implementation of the Training Strategy for LGAs, as contained in subcomponent 2.1 and 2.2. of the LGRP II. The objectives of the Working Group include the following:

- Objective 1
Implementation of the Strategy, including activities under sub-component 2.1 & 2.2 of LGRP II and other related and necessary activities to achieve the objectives of the Strategy; and
- Objective 2

Capacity development of the appointed Lead Training Institution to perform its duties.

The working group shall be established as an internal group of the LGRP II Secretariat in order to facilitate the work of the Coordinator and the Sub-component Managers in implementation of the Programme activities². For efficient and effective implementation, the membership of the Working Group shall include staff members of DOD, DLG, DRA of PMO-RALG as well as staff members of the LTI.

5.1.5 Roles and Responsibilities of the Regional Secretariat

The Regional Secretariat shall play an important monitoring and supporting roles under the implementation arrangement of the Training Strategy. It not only performs the regular statutory monitoring role of the LGAs, but it also work as a part of M&E mechanism: providing information on the quality of training activities through its 'spot-check' operation (i.e. collect, summarize data and consequently reports on training activities) to LTI as well as through its support for TNA, monitoring work and preparation of Capacity Building Plans at LGAs, including providing instruction on M&E tools.

The Regional Secretariat shall also perform the role of information provider for LGA staff members on such topics as Governmental rules and regulations, upon requests from PMO-RALG and/or LGAs.

Staff members of the Regional Secretariat shall be provided with updated information and appropriate training opportunities in order to ensure effective implementation of the above stated roles.

5.1.6 Roles and Responsibilities of the Qualified Training Providers (QTPs)

QTPs shall be the primary body of proving practical training to the LGAs. They provide training courses on the Standardized Courses for LGAs, while LTI shall organize practical training courses not covered by the Standardized Courses. QTPs may communicate directly with the LGAs on specific training service requirements or may receive requests through the LTI. QTPs may agree on the training service fee independently based on the agreement with the LGAs. In order to maintain quality and upgrade training courses, QTPs shall undergo annual evaluation by LTI and send its trainers to TOTs.

² The Working Group is not meant be part of the permanent institutional structure of PMO-RALG. The Working Group's mandate and structure shall be reviewed at the end of the present implementation period of the Strategy in June 2013.

QTPs shall maintain regular communication with LTI on issues concerning implementation of the Training Strategy.

5.1.7 Roles and Responsibilities of the Local Government Authorities (LGAs)

LGAs shall develop of Capacity Building Plans based on solid TNA of all staff. Capacity Building Plans shall ensure equitable access of all staff to necessary training opportunities, including those at the LLGs.

LGAs shall also actively seek low-cost training opportunities, which might be available locally or through distance education, and create in-house opportunities including in-house seminars and coaching.

Furthermore, LGAs shall endeavor for improvement and maintenance of the essential office facilities and equipment in order to provide best-possible work environment for their staff to perform the duties. Such efforts shall include effective management of limited facilities, such as vehicles, in order to maximize equitable access to such facilities for those who need them to deliver services to the people.

In addition to what is listed as the responsibility of Public Service Organizations in the Training Policy, LGAs are responsible for developing Capacity Building Plans and submit quarterly and annual reports to PMO-RALG and RS.

5.1.8 Roles and Responsibilities of the Human Resource Management Task Force, the Common Basket Steering Committee

Human Resource Management Task Force (HRMTF) under the LGRP II management system comprises of multi-stakeholder membership, encompassing concerned MDAs, Local Government representatives, Development Partners and academia. The Task Force would provide suggestions and recommendations to the PMO-RALG on the key HRM policy matters for the LGAs, as stated in its terms of reference, including matters related to implementation of the Strategy. The Task Force also shall work as a mechanism to align implementation of the Strategy and other national policies/programmes, such as the Training Policy for Public Sector and LGRP II. The recommendations of the Task Force would be reviewed and approved by the Common Basket Steering Committee (CBSC).

5.1.9 Roles and Responsibilities of the MDAs

Whereas responsible for training in sector specific areas, the Sector Ministries shall collaborate with PMO-RALG in matters of training for LGA staff. The collaboration is important, especially in training categorized as general subjects (i.e. subjects covered by the Standardized Courses) in order to ensure efficiency in training for LGA staff. The principle applies also to ensure allocation of sufficient, flexible funds that enable pro-active prioritization and planning of staff training by LGAs. In particular, MDAs shall ensure harmonization and consolidation of CBGs, which are presently compartmentalized, with a view to avail sufficient and flexible financial resources to enable proactive programming of training program by LGAs. In this regard, the Sector Ministries shall have regular meeting with PMO-RALG. MDA's affiliate training institutions shall also maintain regular communication with LTI, since LTI shall play the role of coordinating demand and supply of LGA training.

In addition, MDAs shall support LGA staff to pursuit long-term, academic degree related training in sector specific areas.

5.1.10 Roles and Responsibilities of the Association of Local Authorities of Tanzania

Association of Local Authorities of Tanzania (ALAT) is not directly involved in the administrative operation of the implementation of the Training Strategy, except for through its membership at HRMTF under LGRP II. However, ALAT is a major resource of knowledge and experience in field of local governance. Thus, ALAT shall cooperate with LTI and support their operation in order to ensure effective implementation of the Strategy.

5.2 *Financial arrangement for implementation of the Training Strategy*

LGRP II Programme budget (particularly Component 2.1 and 2.2) shall be mobilized to finance implementation of the activities in the Program. These activities are considered direct implementation of the Strategy.

PMO-RALG and LTI shall mobilize their respective resources for establishment of the LTI, its facilities and functions.

Training activities at LGAs shall be primarily financed by harmonized and consolidated Capacity Building Grant and the LGAs' own revenue.

Sector Ministries shall mobilize their resources in order to fulfill the gap in sector specific area.

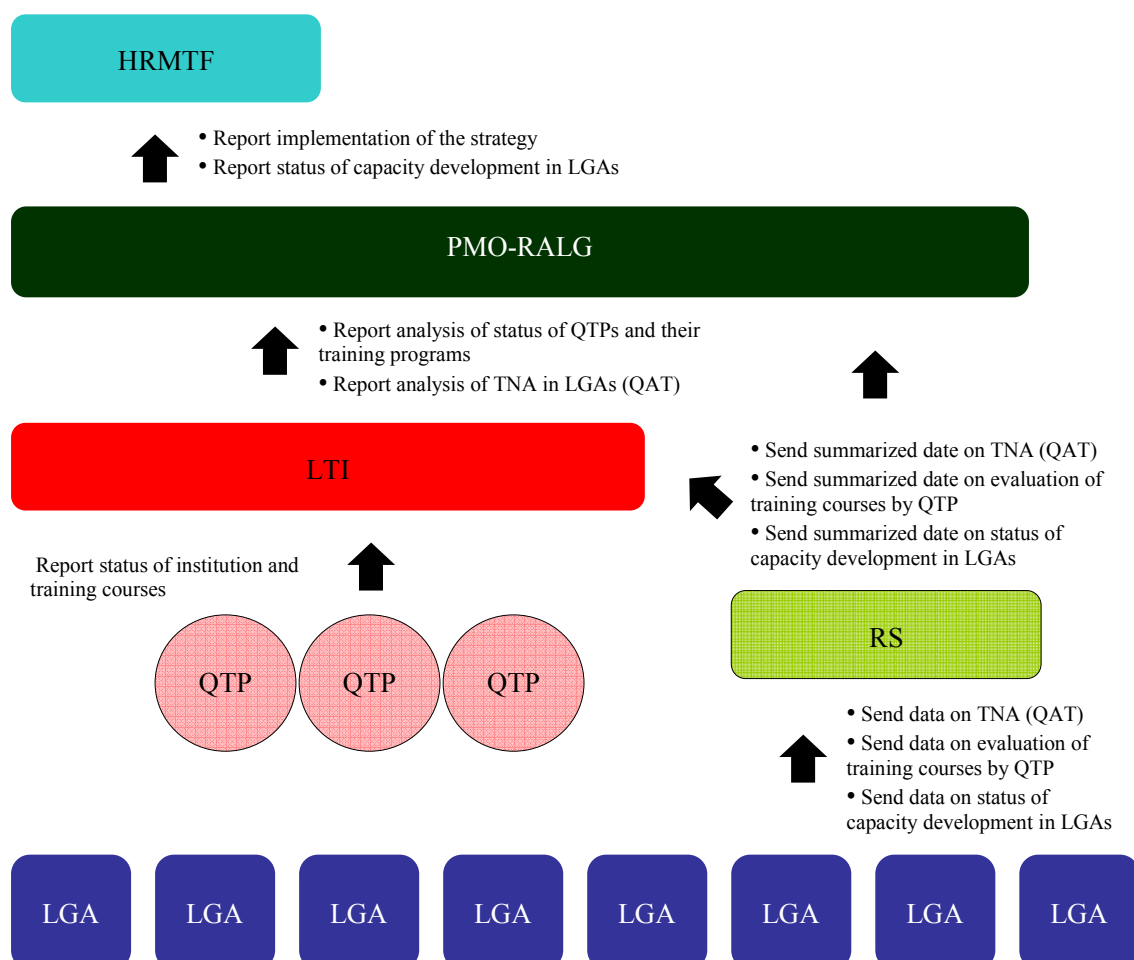
5.3 Monitoring and Evaluation of the Training Strategy for LGAs

As stated in previous sections of the Strategy, LTI shall be primarily responsible for monitoring and evaluation exercise under the Training Provision Framework whereas other stakeholders also take important roles. Data on TNA, observation & evaluation of training courses and status of capacity development shall be collected at LGAs and sent to Regional Secretariat. Regional Secretariat shall summarize the data and send to LTI. Combining with information from QTPs regarding status of institution and training courses, LTI shall analyze the data and make a regular report to PMO-RALG through the Working Group. In addition, LTI shall assist PMO-RALG in regard to set criteria and development of tools for M&E.

PMO-RALG shall submit a periodic report on implementation of the Training Strategy and status of capacity development in LGAs to the Human Resource Management Task Force.

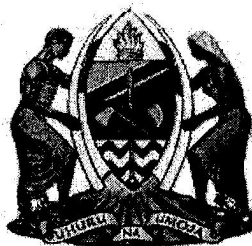
Figure 7 below illustrates institutional arrangement for M&E under the Training Strategy.

Figure 7: Institutional Arrangement for M&E mechanism under the Training Strategy



THE UNITED REPUBLIC OF TANZANIA
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Regional Administration &
Local Government,
P.O. Box 1923,
DODOMA

In reply please quote:

Ref No. HB.178/400/01

4th November, 2009

Rector,
Local Government Training Institute,
P.O. Box 1125,
DODOMA.

Dear Sir,

**Re: APPOINTMENT AS THE LEAD TRAINING INSTITUTION
UNDER THE TRAINING STRATEGY FOR THE LOCAL
GOVERNMENT AUTHORITIES**

The Government of Tanzania is prompting the Decentralization by Devolution (D by D) and promoting Good Governance at local level. As a key Ministry to promote (D by D) and a Ministry responsible for Local Government PMO-RALG is mandated to support capacity development in LGAs. To fulfill the mandate, PMO-RALG aims to improve training mechanism for LGA personnel, by developing a strategy and establishing a new framework of LGA training.

Under the training strategy, the Lead Training Institution (LTI) shall be established, to which majority of the coordination and quality assurance roles shall be transferred from PMO-RALG, which enables PMO-RALG to focus on its policy-making roles.

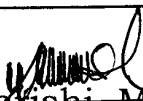
The Prime Minister's Office Regional Administration and Local Government (PMO-RALG) has decided to appoint the Local Government Training Institute (LGTI) as an institution that shall take a role as the Lead Training Institution (LTI), once the Training Strategy for the Local Government Authorities (LGAs) is

put into effect. The strategy is expected to become effective at later part of 2009.

In carrying out this role you need to closely collaborate with the PMO-RALG, Particularly with the Division of Local Government and Division of Organization Development.

Your role as the Lead Training Institute is as shown in the attachment. I hope you will make necessary preparations which will enable you to carry out this role efficiently and effectively.

I wish you all the best.



Tarishi, M. K.
PERMANENT SECRETARY

Roles of the Lead Training Institution

The Lead Training Institution (LTI) plays the central role in ensuring the functioning of the day-to-day operation of the Training Service Provision System. LTI's roles are primarily in following areas: 1) Coordination; 2) Training Quality Assurance; and 3) Provision of TOT for training providers, as well as 4) Develops new training curricula and materials and Training Provision.

- **Coordination**

In terms of its coordination and information dissemination role, LTI shall facilitate provision of equitable training opportunities to LGAs by linking the training needs of the LGAs and available training service providers and training programs, including the Standardized Training Courses for LGAs. In other words, LTI shall play the role of 'information clearing house' with respect to LGA training. As such, LTI not only maintains a database on existing Qualified Training Providers (QTPs), but also explores the potential training providers in specific areas of LGA's training needs, including those available through distance learning. LTI shall also help establish a system to disseminate pertinent training-related information to LGAs and QTPs and to assist in networking among relevant organizations.

- **Training Quality Assurance**

With respect to LTI's role in training quality assurance, it shall monitor and evaluate each stage of the training cycle, including, TNA by the LGAs, training activities, training providers and the impact of training on the beneficiaries (i.e. LGA personnel). LTI shall be responsible for regularly updating the content of the Standardized Training Courses for LGAs, ensuring the changes in Governmental laws and regulations are appropriately reflected in the training materials. LTI shall be also responsible for implementing a regular 'qualification' exercise, in consultation with PMO-

RALG, of the QTPs.

- Providing Training of Trainers

LTI shall also contribute towards enhancement of quality as well as the expansion of the number of the training service providers through conducting Training of Trainers (TOT) services to QTPs, as well as other potential training service providers, including Regional Secretariat staff. TOT may be also provided to other types of potential trainers (e.g. 'peer trainers' selected among LGA staff and supervisors at large) on specific subject matters.

- Develops new training curricula and materials and Training Provision

LTI also develops new training curricula and materials, based on the identified training needs of LGAs, which are not contained in the Standardized Courses. Such training materials may include those systems and regulations that PMO-RALG is responsible for dissemination to LGAs, including OPRAS and HRM rules and regulations and follow-up of previously conducted training courses to LGA staff, including training course for WEOs, VEOs and MEOs. In this connection, LTI shall also provide certain types of training directly to LGAs, including: large scale, short term and mid-term training programs on specific subjects that may not be delivered by other service providers. The areas of training to be delivered by LTI are meant to be supplementary to the training services provided by QTPs. In other words, LTI adjusts its areas of training service provision based on the information on training needs at LGAs and available services provided by the QTPs.