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Tanzania Labor Exchange Center Final Report

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I. EXECUTIVE SUMMARY

A. Summary Project Description

The Tanzania Labor Exchange Center (LEC) was a bilaterally funded technical assistance program, financed by the US Department of Labor (USDOL) with in-kind contributions from the Tanzania Ministry of Labor, Youth Development and Sports (MOLYDS) and implemented by USDOL contractor, Worldwide Strategies, Inc. (WSI). The program operated from August, 2000 through September, 2003 and is currently in a final year of transitional technical assistance which is scheduled to end in September, 2004. The primary mission of this program was the creation of a pilot public sector labor exchange center in Dar es Salaam.

The creation of the LEC, which was mandated by the National Employment Promotion Act of 1999 (NEPA), was in direct response to the economic changes occurring in Tanzania. Due to structural adjustments occurring in the 80's and 90's, Tanzania's economy underwent a transformation from a centralized economy to a market driven economy. As the private sector became more critical in the creation of employment opportunities, it became increasingly clear that because the labor market had not been well organized for some time, there was no clear meeting point between employers and job seekers. The NEPA addressed this barrier to economic growth by authorizing the creation of a network of Labor Exchange Centers (LEC) throughout Tanzania.

The MOLYDS, responsible for implementing the NEPA, had no institutionalized labor exchange knowledge as a result of Tanzania's public labor exchange system being abolished in 1974. The creation of a pilot office in Dar es Salaam was conceived as the best strategy to reintroduce these skills to the MOLYDS and to determine the viability of opening other LEC's in Tanzania.

The USDOL and the Government of Tanzania (GoT) agreed to joint the following responsibilities:

USDOL:

Fund the refurbishment of an existing building to be used for the LEC, the purchase of all furniture and equipment, on-going operating costs of the LEC and technical experts who would deliver skill development training.

MOLYDS:

Provide an existing building to house the pilot LEC, a project coordinator, and personnel to be trained in Labor Exchange functions and would then staff the LEC.

B. Project Results

Specific results of the Tanzania Labor Exchange Center Project are the following:

- A fully functioning LEC staff with basic labor exchange skills.
- A completely refurbished, air-conditioned facility with an uninterrupted power supply. The facility is fully equipped with state of the art office equipment, including computerization, and conveys a professional environment conducive to providing customer service to both job seekers and private sector employers.
- A Tripartite Stakeholders Committee empowered to provide oversight and guidance to the LEC.
- Dramatically improved Labor Market Information capacity resulting in the first Job Vacancy Survey of the Dar es Salaam labor market.
- Clients have received the following services from the LEC (as of September, 03):
- **7576** Job Seekers have been registered. Their employment history, education level, skills inventory and occupation classification have been recorded for use in the job matching process.
- **1279** Employer Job Vacancies (Job Orders) representing **3659** Job Openings have been received. Each Job Vacancy contains specific job requirements and an occupation classification in order to facilitate the job matching process.
- **3004** referrals of qualified Job Seekers have been made to Job Vacancies received by the LEC.
- **213** Job Seekers have been placed in jobs listed with the LEC.
- **159** Job Seekers have received Vocational Counseling
- **551** Job Seekers have attended Job Search Workshops
- **1087** Job Seekers attended Interview Preparation Sessions
- **749** Employer Visits have been made by LEC Staff

C. Sustainability

These results have lead to the following sustainability indicators:

- The GoT began funding 100% of the LEC's operating costs effective October 1st, 2003.
- A vibrant Stakeholders' Committee is established, meets regularly, and is empowered to assume responsibility to address long-term sustainability issues.
- A local consultant has been procured to design a business plan, under the direction of the MOLYDS and the Stakeholders' Committee, which addresses specific sustainability strategies and performance issues.
- An Employer Customer Satisfaction Survey has been implemented to assess the quality of customer service and to determine corrective action plans as appropriate.
- The capacity of the MOLYDS to collect and interpret Labor Market Information has been increased, evidenced by the first Job Vacancy Survey of the Dar es Salaam labor market.
- The recognition by the key workforce stakeholders in Dar es Salaam of the LEC's potential to play a critical role in the poverty alleviation efforts in Tanzania.

D. Acknowledgements

The Tanzania Labour Exchange Center Project would not have been possible without the commitment and support of the following USDOL program managers:

Tiaji Salaam (2000-2001)
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Robert Young (2002 and 2003)
Michael Talbert (2003)

WSI also wishes to recognize each of the staff and consultants who contributed to this project. The results achieved demanded an extraordinary degree of professionalism, dedication and commitment to excellence by the following individuals:

Robert Schaerfl, Diagnostic Team
Tom Ivory, Design Team
Miles Paris, Team Leader
Edie Wilson, Resident Project Director (2001)
Ray Lamb, Employment Services Program Specialist
Jim Lowery, Employment Services Program Specialist
Henry Jackson, Labor Market Information Program Specialist
Donna Edgerton, Information Technology Specialist
Wayne Veneman, Public Relations Specialist
Philip Hurst, Resident Project Director, (2003)
PaL-Tech, Inc. (Linda Ivey-Jones), Automation Support

Finally, WSI would be remiss if it did not pay tribute to the staff and management of the LEC, the MOLYDS and the LEC Stakeholders who are truly making a difference in the quality of life in Tanzania. This project could not have succeeded if these partners had lacked the passion to embrace new ideals and welcome new skills. Their devotion and determination to bring to fruition the concept of labor exchange will long be remembered by the members of the project team.

II. COUNTRY BACKGROUND AND PROJECT HISTORY

A. Macroeconomics Statistics

Tanzania is one of the world's poorest countries. With roughly one half of its population of 30 million people living below the poverty line, one in six children die before the age of five and almost one-third of its population will not live to the age of 40. These human welfare indicators are the culmination of almost two decades of slow growth and under-investment in basic social services. Economic reform programs have succeeded in raising per capita growth rates during the 90's, yet there is little evidence of the resulting benefits 'trickling down' to the rural and urban poor.

Tanzania's GDP (1999) is \$9.3 billion and over the past 3 years, has experienced an average growth rate of 3.8% while supporting a per capita income of only \$260. Natural resources include hydroelectric potential, coal, iron, gemstone, gold, natural gas, nickel, and diamonds. Agriculture comprises 60% of GDP and includes coffee, cotton, tea, tobacco, cloves, sisal, cashew nuts, and maize. The industrial sector amounts to 10% from textiles, agribusiness, light manufacturing, oil refining, and construction.

B. Political Conditions

From independence in 1961 until the mid-1980s, Tanzania was a one-party state, with a socialist model of economic development. Beginning in the mid-1980s, under the administration of President Ali Hassan Mwinyi, Tanzania undertook a number of political and economic reforms. In 1992, the government decided to adopt multiparty democracy. Legal and constitutional changes led to the registration of multiple political parties and in 1995, Tanzania held its first multiparty general elections. The ruling CCM party's candidate, Benjamin W. Mkapa, defeated his three main rivals, winning 62% of the vote. President Mkapa won re-election in 2000 and will remain in office until 2005.

C. Economy

Significant measures have been taken to liberalize the Tanzanian economy along market lines and encourage both foreign and domestic private investment. Beginning in 1986, the Government of Tanzania embarked on an adjustment program to dismantle state economic controls and encourage the private sector to participate more actively in the economy. The program included a comprehensive package of policies which reduced the budget deficit and improved monetary control, substantially depreciated the overvalued exchange rate, liberalized the trade regime, removed most price controls, eased restrictions on the marketing of food crops, freed interest rates, and initiated a restructuring of the financial sector.

As a result of these and other efforts taken by the Government of Tanzania, real economic growth has averaged about 4% a year, much better than the previous 20 years,

but not enough to improve the lives of average Tanzanians. Also, the economy remains overwhelmingly donor-dependent. Moreover, Tanzania has an external debt of over \$8 billion. The servicing of this debt absorbs about 40% of total government expenditures. Tanzania has qualified for debt relief under the enhanced Highly Indebted Poor Countries (HIPC) initiative.

Agriculture dominates the economy, providing more than 60% of GDP and 80% of employment. Cash crops, including coffee, tea, cotton, cashews, sisal, cloves, and pyrethrum account for the vast majority of export earnings. The volume of all major crops- both cash and goods, which have been marketed through official channels-have increased over the past few years, but large amounts of produce never reached the market. Poor pricing and unreliable cash flow to farmers continue to frustrate the agricultural sector.

Accounting for only about 10% of GDP, Tanzania's industrial sector is one of the smallest in Africa. It has been hit hard recently by persistent power shortages caused by low rainfall in the hydroelectric dam catchment area, a condition compounded by years of neglect and bad management at the state-controlled electric company.

Despite Tanzania's past record of political stability, an unattractive investment climate has discouraged foreign investment. Government steps to improve that climate include redrawing tax codes, floating the exchange rate, licensing foreign banks, and creating an investment promotion center to cut red tape. In terms of mineral resources and the largely untapped tourism sector, Tanzania could become a viable and attractive market for foreign goods and services.

D. Project History

Understanding the critical role that a robust private sector must play in Tanzania's long-term strategy of poverty reduction, the Government of Tanzania recognized the need to strengthen its workforce development system. Specifically, it was determined to address the lack of a clearly defined meeting point between job seekers and employers.

In April 1999, the National Employment Promotion Service Act was signed into law, which authorized, among other things, a new system of employment exchange centers throughout the country. However, the Ministry of Labor, Youth Development and Sports (MOLYDS), which had jurisdiction for this new legislation, was prevented from fully implementing its provisions due to a lack of resources and technical expertise. The MOLYDS decided to use United States Department of Labor (USDOL) technical assistance to open one Labor Exchange Center in Dar es Salaam which could serve as a model for subsequent centers.

In August 2000, the USDOL conducted a diagnostic mission to Tanzania to assess the viability of funding a project to provide the requested technical assistance. Based on the observations made during this trip and the commitment by the GoT to provide a facility and adequate staff for the pilot Labor Exchange Center, the USDOL agreed to provide

this assistance. The MOLYDS had reasoned that a model office would generate support among employers and job seekers needed to replicate the model in other regions in Tanzania.

The overall objective of the project was to provide necessary expertise to create Labor Exchange Services capacity which would support the efforts of the Government of Tanzania to address the issues of employment and poverty alleviation. In October 2000, the USDOL contracted Worldwide Strategies, Inc. to develop strategies to assist the MOLYDS in creating a model Labor Exchange Centre, with a target date for opening the center of July 2001. The project was originally conceived as a one-year project. Two additional years were subsequently funded.

III. PROJECT IMPLEMENTATION-ANNUAL SUMMARIES AND OUTPUTS

A. Year One: October 2000 through September 2001

The challenge of creating a pilot Labor Exchange Center in a developing country with no pre-existing network of labor offices, no institutional labor exchange knowledge, and with no prior exposure to labor exchange systems dictated that the first year of technical assistance would focus on a study tour, facility preparation, operating policies, procedures and forms, and staffing and skill development.

Study Tour and Project Design

Project implementation began in earnest in November/December 2000 when Worldwide Strategies, Inc. (WSI) was contracted by USDOL to help the Ministry of Labor, Youth Development and Sports (MOLYDS) design the elements of the project and then implement the strategy.

At the outset of this effort, it was recognized by all involved that prior to identifying the specific services that would be delivered by the pilot LEC, a study tour for decision makers within the MOLYDS would be a necessary to familiarize them with the components of a functioning labor exchange system. Having no institutional knowledge of labor exchange services, it was unrealistic to expect MOLYDS officials to visualize which services would be appropriate for the Dar es Salaam circumstance without first being exposed to different service options.

Given Tanzanian's socialist history and the complete absence of any infrastructure upon which to build to create a pilot center, USDOL agreed it would be counterproductive to conduct the study tour to countries with advanced or highly automated programs. Poland became the logical choice to host the tour because USDOL had funded a similar technical assistance project there during the early 90's. In addition, two staff members from WSI involved in this project were former members of the original USDOL Poland team.

During the week of November 27th, 2000, WSI and USDOL escorted three decision makers from the MOLYDS representing its planning, employment, and special projects implementation divisions. The MOLYDS representatives were exposed to the full range of reemployment support services, employer services, Stakeholder Organizations and alternative support strategies (i.e., Women's Center, Job Clubs) in Warsaw and Gdansk.

Following the study tour, the delegation returned to Dar es Salaam to develop consensus on the specific services to be included in the pilot LEC and to design the work plan necessary to open the center by July 2001.

Based on the MOLYDS representatives' understanding of the needs of the Tanzanian workforce and time and budget considerations, it was determined that the project work plan would include the following elements:

- Refurbishment of the MOLYDS building
- Procurement of furniture and office equipment
- A manual job matching system, including all operating procedures and relevant forms.
- Following successful implementation of a manual system, automation of certain LEC functions
- Development of personnel trained in basic employment service skills.
- The following employment services:
 - ⇒ Job Development
 - ⇒ Job Seeker Registration
 - ⇒ Job Matching
 - ⇒ Vocational Guidance
 - ⇒ Job Search Workshops
 - ⇒ Training Referral Services
- Assessment of the MOLYDS' Labor Market Information (LMI) capacity and recommended capacity building strategies.

Facility Preparation

During the original diagnostic mission that preceded this project, the GoT committed to supplying the building that would be used to house the pilot LEC. The facility, located in central Dar es Salaam, was the site of the last Labor Exchange Office in Tanzania (1974) and was currently being used as a warehouse for MOLYDS files. Although the building was ideally located, it could not be used as a pilot office without major remodeling to enhance the customer service and to attract private sector employers who were being targeted as a primary user of the facility. Due to the complications related to any facility refurbishment, this task became the critical path that all other work plan tasks were scheduled around.

The office layout was based on services scheduled for inclusion in the LEC and one that would facilitate a logical traffic flow. Construction began in February, 2001 and was completed by May, 2001. The procurement of all necessary furniture, office equipment and the telephone system were procured and installed based on the construction schedule. By June 2001, the facility was ready for occupancy and able to support the goal of having the LEC deliver services by July 2001.

Staffing

Based on work functions and projected volume, it was mutually decided that the office would require 16 total staff. Given the reality that the GoT had no labor offices to draw on to staff this project, the MOLYDS had to assimilate a staff by using the Civil Service Department's process to detail individuals from other government divisions. To facilitate to selection of employees who would be best able to absorb employment service training, WSI provided the MOLYDS with job specifications and minimum qualifications to recruit individuals to work at the center. Beyond providing advice for skills

requirements, the project team had no control over who was selected to work at the LEC. This subject will be further discussed in the Lessons Learned section of this report.

The LEC staff was recruited in two phases. To expedite skill development required to create resident program experts, six workers were selected to form a Project Implementation Team (PIT). The PIT would work with WSI's project team during the forms development and training phase of the project. The PIT and the remainder of the LEC staff were selected by May, 2001.

Skill Development

WSI engaged three labor experts with skill sets that matched the core services to be delivered by the LEC. This three-person team was deployed to Dar es Salaam for 6 weeks from mid-May, 2001 through July, 2001. The initial task for the project team during this mission was to design appropriate operating forms, procedures and training materials to support the following functions:

- Job Seeker Registration
- Employer Job Vacancy Processing
- Job Matching
- Job Development
- Vocational Guidance
- Job Search Workshops
- LEC Management

Working with the PIT, WSI's project team created from the ground up a manual system of basic labor exchange functions, customized to fit Tanzania's circumstances. The project team developed a Labor Exchange Handbook containing all of the forms, operating procedures and training materials needed to operate the center. This Handbook served as both the training curriculum and the operating procedure manual.

Staff training was completed by the end of June, 2001 and the LEC held a "soft opening" during the first week of July, 2001 to provide the staff an opportunity to become familiar with operating the center. The Grand Opening was on August 1, 2001. From this date through the end of September, 2002 the LEC delivered the following services:

- 2405 job seekers registered
- 590 job vacancies received
- 75 job seekers hired by employers placing job orders
- 183 job seekers attended Job Search Workshops
- 69 job seekers received Vocational Guidance Counseling
- 198 job development employer visits conducted

Automation

From project inception, WSI's strategy was to assess the MOLYDS's implementation of a manual system before consideration would be given to automation of any LEC functions. Except for minimal equipment for word processing and communication, both the USDOL and WSI resisted strong pressure from the MOLYDS to purchase Information Technology (IT) equipment during the project's first year. WSI conducted a

three-week needs assessment in Dar es Salaam from June 14 - July 6, 2001 to determine the MOLYDS's capacity to implement and support automation. The full report of the recommendations that resulted from that mission is provided as an Annex to this report. [Refer to Annex A: "Automation Needs Assessment Report – July 2001"]

The highlights are as follows:

- The MOLYDS had no experienced staff dedicated to supporting IT.
- The MOLYDS would have to build its capacity to design, implement and sustain a computer system.
- To pursue automation, the following steps would be required:
 - ⇒ contract a systems development firm to design, develop and implement employment services applications software;
 - ⇒ hire and train computer support technicians
 - ⇒ procure and install the computer equipment including backup power facilities;
 - ⇒ train the LEC staff in the operation of the equipment and the use of the employment services software;
 - ⇒ enter all manual data into the system.
- All necessary activities for computerization would take approximately one year from the date of initiation.

Recognizing the scope of this undertaking, WSI advised USDOL in August 2001 that automation should not be pursued until there was solid evidence that the LEC had successfully implemented a manual system and that these operations were being sustained.

Labor Market Information

During Year One, the Labor Market Information (LMI) component had two specific goals. The first was that development of LMI skills must support the job matching operation. Accordingly, training was designed to incorporate LMI modules including how to code job seeker registrations and job vacancies using the ILO Occupation Coding System. Staff also learned to identify demand occupations and to prioritize this information in the job matching function.

The second goal was to conduct an assessment of the MOLYDS' capacity to support the development and dissemination of LMI. Adequate and timely LMI is crucial not only for the effective matching of available skills with available jobs but also is a critical component in strategic economic decision-making at the individual, local and national level. Building the capacity within the MOLYDS to provide this critical data carried broad economic development as well as education and training policy implications. These broader policy implications resulted in the commissioning of an LMI Assessment as a stand-alone project component. The full assessment can be found as an Annex to this report. [Refer to Annex B: "Labor Market Information in Tanzania: An Assessment – August 2001"]

The highlights include:

- Tanzania's ability to make sound employment decisions is seriously hampered by the lack of appropriate and current LMI.
- The high cost of LMI surveys and the low utilization of IT in data collection and processing hinders the production of regular and timely information.
- The MOLYDS should exert a leadership role in building a strong inter-ministerial commitment to implement the Tanzania National Employment Policy.

Specific actions include:

- ⇒ Secure a commitment to share a broad range of employment related administrative records.
- ⇒ Initiate the review of laws and regulations to ensure reporting of new business registrations and business license renewals.
- ⇒ Complete the establishment of the Employment Department Division within the MOLYDS and include employment planning and LMI under its jurisdiction.
- ⇒ Provide staff training on data base management, statistical methods and data analysis.
- ⇒ Provide support to and collaboration with the National Bureau of Statistics to conduct Population Census' and Labor Force Surveys every ten years.

B. Year Two: October 2001 through September 2002

As a result of mounting performance issues, WSI received USDOL's approval to terminate the employment contract of the resident project director after building refurbishment was completed. Although USDOL opted not to refill the position, because the LEC was in its infancy, the MOLYDS and WSI agreed that Year Two activities would focus on strengthening the LEC's capacity to deliver quality services.

In addition, the following tasks were prioritized:

- formalize the LEC's performance reporting process,
- procure facility enhancements identified during the first six months of operation,
- assess the LEC's readiness for automation, and
- conduct a feasibility study to determine the potential for conducting an Occupational Wage Survey.

Strengthening Staff Capacity

During this year, the original workflow and operating procedures were refined as appropriate through three separate Technical Assistance missions:

November 10- 23, 2001 Mission

The first TA mission focused on the need to reinforce the training and operating procedures delivered during the implementation of the Labor Exchange Center and to enhance the facility based on needs observed during the first six months of operations. All training and materials created during this mission are included with this report. [Refer to Annex C: "November 2001, Technical Assistance Documents"]

Specific accomplishments include:

- Performance Reporting: Formalized performance reporting as well as instructed LEC Management on diagnostic capabilities.
- Job Matching: A Job Vacancy Guide was developed and all LEC staff received additional training in the Job Matching function.
- Job Development: Utilized a consensus building strategy with LEC staff in designing solutions to perceived barriers to implementing a more active Job Development program.
- Staff Utilization: Recommended to LEC management on how staff could become more productive.
- Occupation Coding: Recommended how to address those rare occasions when an occupation code could not be located.
- Job Search Workshop: Reorganized the workshop material, added new material and conducted an actual workshop with the LEC staff as a training strategy.
- Vocational Guidance: Trained the registration, job search workshop and counseling staff to better identify counseling needs that job seekers may exhibit.
- Communication/Reporting: Began process to procure internet capacity for LEC.
- Business Plan: Developed a model business plan to be used by LEC Management.

April 15 - June 15, 2002 Mission

An extended Technical Assistance mission was conducted to provide sustained reinforcement of the management and labor exchange skills delivered during previous missions. A technical expert was deployed to monitor day-to-day LEC operations, deliver training as necessary and to oversee urgent procurement activities related to the facility enhancements.

Specific accomplishments include:

- New Employee Training Checklist: Designed and implemented a new employee checklist to ensure that LEC staff received appropriate training following attrition.
- LEC Performance Monitoring: Observed each LEC staff member's performance and delivered one-on-one training, particularly to recently hired LEC staff members and staff members exhibiting performance deficiencies.
- Oversaw Facility Enhancements: additional air-conditioners, telephone system upgrade, interior/ exterior bulletin boards, interior signage, enlarged entrance into client waiting room, and restroom modification to meet cultural requirements.
- Internet Capacity: installed and ensured utilization of email access.

August 6 - 23, 2002 Mission

The third Technical Assistance Mission during Year Two had as its primary goal continued training in Job Matching, Job Development, Vocational Guidance and Job Search Workshops. It was also during this mission that planning for a Study Tour for selected LEC staff, management and stakeholders began. Consequently, this mission included an assessment mission to Jamaica to determine its suitability for a study tour. Specific Training materials delivered during this mission are attached. [Refer to Annex D: "August 2002 Technical Assistance Documents"].

Accomplishments include:

- Study Tour Site Selection: Recommended that the Jamaican Labor Exchange Center would be an appropriate study tour venue for skill development of LEC staff.
- LEC Job Seeker Profile: Reviewed 10% of Job Seeker registration cards and designed a profile of the applicant pool for use in marketing and Job Development activities.
- LEC Performance Monitoring: Identified a lack of adherence to operating procedures and techniques. The LEC management was admonished to incorporate recommended procedures into daily operations.

Automation

The USDOL concurred that the LEC had met the prerequisite for automation by successfully implementing a manual labor exchange system. Therefore, in March, 2002, the project team received an orientation on the attributes of PC Recruiter, a PC based job-matching system that USDOL had implemented in a similar project in the Caribbean. Based on this presentation and the proposed implementation strategy outlined by the subcontractor, Pal-Tech, Inc., a consensus was reached that if PC Recruiter could be customized from an internet-based system to meet the LEC needs in Tanzania, this system would be used to automate the LEC.

In May, 2002, the WSI's Team Leader accompanied Pal-Tech's chief technician in order to determine the overall scope of work that would be necessary to customize PC Recruiter so that it would meet the Tanzania LEC circumstances. After detailed analysis and data mapping between the required information relevant to the LEC's manual system and the fields within PC Recruiter that would need to be modified, Pal-Tech confirmed that the customization could be completed within the available time frames and budget constraints.

As a result of this needs assessment, WSI proceeded to subcontract with Pal-Tech to modify PC Recruiter based on the requirements specified in May 2002 and scheduled the implementation of PC Recruiter for September, 2002. The project team reviewed and approved the system design changes recommended by Pal-Tech in July 2002. [Refer to Annex E: "PC Recruiter System Design and Implementation Plan – July 2002"].

However, in August 2002, the MOLYDS failed to pay the LEC's electric bill and power to the LEC had been suspended. The Government of Tanzania's apparent inability to support the LEC on this basic operating cost raised into question the efficacy of pursuing automation at that time. Consequently, WSI recommended the suspension of any further work towards automation until questions about sustainability could be resolved.

Labor Market Information

The LMI technical assistance for Year Two had multiple objectives:

- provide statistical analysis and data base management training,
- ensure that the LMI products being produced support the LEC job matching and vocational guidance activities
- provide additional training to the LEC staff on how to effectively use LMI,

- procure and install LMI software,
- conduct a feasibility study to determine the MOLYDS's capacity to implement an Occupational Wage Survey.

In June 2002, WSI's LMI expert was deployed to accomplish these objectives.

Significant results include:

- Extensive training was given to the LEC's LMI Specialist on how to provide information on the skill sets necessary for occupations identified on the Employer Job Vacancies.
- Strengthened the LMI specialist's skills analysis capacity through training on how to use the Occupational Outlook Handbook and how to utilize internet web sites to research additional career and occupational information.
- Installed LMI software enabling the linking of occupations to the required skills and provided training in its use.
- Conducted detailed analysis of the MOLYDS' capacity to develop labor market information. [Refer to Annex F: "An Assessment of the Capacity of the Tanzanian MOLYDS to Develop and Disseminate LMI – July 2002"]. The major barriers identified preventing the production of relevant LMI included lack of organizational clarity, administrative support, skills, funding and staffing.
- Conducted a feasibility study on an Occupational Wage Survey and determined that a full wage survey would be beyond the scope of the MOLYDS' current capacity.
- Recommended instead a Job Vacancy Survey to determine the nature and scope of job vacancies in the Dar es Salaam labor market. This would provide critical data to workforce stakeholders and would also create the institutional capacity within the MOLYDS to conduct future LMI gathering activities.

C. Year Three: October 2002 through September 2003

The primary focus of Year Three was the sustainability of the Labor Exchange Center. In October of 2002, a management review by USDOL supported the need to reinstate a resident project director position to provide day-to-day oversight to help ensure that the goal of sustainability was accomplished. In addition, USDOL commissioned an independent assessment of the sustainability options available to the MOLYDS to pursue long term funding. USDOL also decided that certain project activities would be postponed until the MOLYDS met the following conditions:

- Include in its budget submission to Parliament a request for funds to finance LEC operations.
- Convene the first meeting of the Stakeholders Committee.
- Work to retain high-performing LEC staff.

The three project activities that were suspended pending the above conditions were:

1. Study Tour
2. Automation
3. Job Vacancy Survey

On January 1, WSI deployed a new resident project manager. By January 15, 2003, the MOLYDS successfully satisfied the conditions set by the USDOL who, in turn, authorized WSI to proceed with the implementation of the suspended activities.

Strengthening Staff Capacity - Locally Procured Training

As LEC staff training needs evolved, the project team and LEC management agreed that locally available training could enhance skills development. Several reasons made this an attractive strategy:

- Cost effectiveness
- The opportunity for LEC management to learn transparent procurement processes
- Goodwill within the community

WSI assessed the quality and suitability of specific training available in Dar es Salaam and authorized the LEC to proceed in procurement of three training courses:

1. Entrepreneurship Training for LEC staff to train job seekers on pursuing entrepreneurial opportunities.
2. Customer Service Training for LEC staff
3. Business Management Training for the LEC Manager

The training material for each of these courses can be found as attachments. [Refer to Annex G: “Procured Training Courses for LEC Staff”].

Study Tour: May 10 - 19, 2003

The primary goal of the study tour was to expose selected MOLYDS, LEC and Stakeholder Committee participants to a wide range of labor exchange experiences that would reinforce staff skills development, expand the vision of key decision makers and suggest sustainability strategies to improve the overall effectiveness and long term viability of the Tanzania Labor Exchange Center. As discussed previously, based on the excellent relationship that the Jamaican Labor Exchange Center had with its key stakeholders, the similarity between Jamaica’s automated system and PC Recruiter, as well as the progress that Jamaica had experienced with their manual system, it was determined that Jamaica offered the best opportunity for the study tour to achieve its desired results.

In addition to site visits and meetings with Jamaican Ministry of Labor and Social Security staff and key stakeholders, the Tanzanian delegation also participated in a USDOL-sponsored Caribbean Partners’ Conference held in Kingston. The delegation attended workshops covering sustainability, automation, and mapping future direction.

These workshops substantially increased the Tanzanians' exposure to the labor exchange systems in eight other countries. The Study Tour Report, including the agendas, handouts, itinerary, list of participants, and summary can be found as an Annex to this report. [Refer to Annex H: "Final Study Tour Report – May 2003].

Automation

USDOL's suspension of automation activities coupled with time constraints caused by pending funding expiration severely compressed the timeframes to implement PC Recruiter. Approval from USDOL to proceed with automation was not received until January 15, 2003. This meant that all tasks associated with the implementation of PC Recruiter were required to be completed by June 30, 2003, rather than the one year recommended by the previous automation assessment. Activities included:

- Procurement and installation of all relevant hardware.
- Establishment of the local area network (LAN) that would support PC Recruiter
- Software modifications to PC Recruiter to make it LAN compatible and to incorporate specifications identified during the requirements definition phase
- Pre-conversion of existing manual records
- Recruitment of a local provider to support and maintain the system

In addition, several other dynamics conspired to make this a challenging timeframe to implement PC Recruiter successfully. The implementation strategy designed by Pal-Tech, Inc. called for a 5-week installation phase. Built into this schedule was a system test to ensure that the LAN could support PC Recruiter, training LEC staff to use PC Recruiter, and training selected "system administrators" to perform daily maintenance activities. Implementation began on June 2nd and continued through July 4th, 2003. Implementation challenges included:

- Unanticipated problems with the local network requiring an inordinate amount of time to resolve the problem.
- Underestimated amount of time necessary to convert the manual data into PC Recruiter. This problem was further exacerbated by complications related to the pre-conversion software.
- Incomplete software modifications at the time of installation requiring Pal-Tech to make system changes as recommended by LEC staff during training sessions.

At the conclusion of the implementation mission, it was clear that the LEC staff were uncomfortable using PC Recruiter without complete conversion of all remaining manual records and a second round of training on PC Recruiter.

Based on a consensus supporting these conclusions, three specific actions were taken:

- Hired local contractors to complete the data entry of all relevant manual records. This activity was completed by the end of July 2003.
- Engaged Pal-Tech to conduct follow up PC Recruiter training from October 13 - 24, 2003

- Revised the PC Recruiter manual to include modifications and to make it more user-friendly. The revised PC Recruiter manual is attached to this report. [Refer to Annex I: “PC Recruiter Operating Manual”].

In addition, the project team, in conjunction with LEC management, procured the services of a local provider to supply system support and maintenance and to ensure that the system remained stable. WSI engaged GoT’s Civil Service Department (CSD) to provide this service which began August 1, 2003.

Despite the limited time available for implementation, the LEC staff is now capable of using PC Recruiter to perform the critical job matching function.

Sustainability

Stakeholders’ Committee: January 16, 2003

The primary component identified in the project’s design as necessary to guarantee the long-term success of the LEC was the creation of a Stakeholders’ Committee empowered to provide oversight, guidance and direction for the LEC. The MOLYDS established the LEC’s Stakeholders’ Committee in December of 2002 and held its inaugural meeting on January 16, 2003, which garnered significant media attention. This tripartite committee is comprised of members from key workforce development stakeholders. [Refer to Annex J: “LEC Stakeholders’ Committee Inaugural Meeting Agenda and Media”]. Some of the key items covered at the inaugural meeting included a presentation on the performance of the LEC from July, 2001 through December 2002, a review of the LEC’s draft business plan, a proposed Employer Satisfaction Questionnaire and administrative arrangements for future meetings.

Sustainability Assessment Report: January/February 2003

Following the October 2002 management review, USDOL commissioned an independent assessment that would identify the strategy that the MOLYDS could pursue to ensure continued funding to support the LEC at the conclusion of USDOL funding.

Management Systems International (MSI) conducted fieldwork in January 2003 and the draft report was delivered to USDOL in February [Refer to Annex K: “Tanzania LEC Sustainability Assessment Draft Report – February 2003”].

Some of the key findings included:

- Strong consensus among the workforce community that the LEC contributes to national goals and provides benefits to its stakeholders
- The LEC should not only continue, but also expand its scope and volume of activity.
- The LEC must continue to change and to improve the quality of its services.
- Three options were identified for continued funding:
 1. Continued funding by the GoT through the Ministry’s budget process
 2. Self-funding through fee for services.
 3. A combination of the above. (Recommended option.)

Stakeholders' Sustainability Workshop: March 21, 2003

As a result of the recommendations contained in the sustainability report, a one-day workshop was convened with the Stakeholders' Committee to develop a consensus on an agreed sustainability strategy. However, due to travel restrictions, the MSI consultant and USDOL program manager could not attend. To ensure continued momentum, it was agreed that the workshop would be conducted by the new resident project director.

The goals of the workshop were to refine the sustainability assessment report by identifying any other funding options, obtain stakeholders' views on the pros and cons for each option and identify steps needed to move forward to a decision. The workshop materials and report are attached. [Refer to Annex L: "LEC Sustainability Workshop Report and Materials – March 2003"].

The key results included:

- A consensus was reached to recommend the combination-funding plan to include GoT funding through its budgetary process and self-funding through a market-driven fee-for-service.
- Explore additional funding from other development partners.
- The LEC should remain under the Department of Employment/MOLYDS with a long-term vision of becoming an Executive Agency.

Sustainability Forum: Jamaica - May 15, 2003

Taking advantage of the presence on the study tour of key Tanzanian stakeholders (from the MOLYDS, an employers' organization, union confederation and economic/social foundation), a one-day sustainability forum was conducted in Kingston, Jamaica. The goal was to interpret the results of the March 21st sustainability workshop and to recommend to the Permanent Secretary an agenda for the next Stakeholders' Committee meeting. The full report of this meeting is attached. [Refer to Annex M: "LEC Follow-up Sustainability Forum: Jamaica – May 2003"].

Several issues related to sustainability that would ultimately need to be addressed by the Stakeholders' Committee included:

- Credibility and transparency is critical in capacity building and marketing. The LEC must be seen as a marked departure from the former system which many perceived as corrupt.
- Stakeholders' roles and responsibilities must be clearly defined.
- Informal sector employment is a long-term objective and is linked to the national poverty reduction strategy.
- The LEC should explore a role in facilitating export of surplus, skilled labor.
- A national versus local LMI role for the LEC needs to be decided.
- User fees must be based on competence and confidence in LEC.
- Stakeholders could market the LEC services to other donors.
- The most qualified LEC staff must be upgraded and retained.

Recommended agenda items for the next Stakeholders' Committee included:

- Report on study tour observations and recommendations for the future.
- Define Stakeholders' Committee roles, responsibilities, composition and objectives.

The participants also identified additional considerations with respect to the Business Plan:

- ⇒ Develop performance measures for the LEC to define success
- ⇒ Approve sustainability strategy from previous workshop
- ⇒ Identify changes based on study tour recommendations.
- ⇒ Identify the role and life cycle of the LEC Business Plan.

Stakeholders' Committee Meeting: September 4, 2003

The third meeting of the Stakeholders' Committee was fully attended and there was an unusually high level of participation by those present. [Refer to Annex N: "LEC Stakeholders' Committee Third Meeting Agenda"]. Another positive feature was that the MOLYDS took ownership of the meeting. The agenda was crafted with minimal coaching from the project director and addressed the key subjects that had been agreed to in Jamaica. The distribution of materials, which were well designed, occurred prior to the meeting. All of these dynamics bode well for the committee's future.

The key output from this meeting was a clear, overriding consensus that the next step was to create a professionally designed business plan. The draft business plan that was originally presented at the Stakeholders' inaugural meeting in January, 2003 had remained unchanged pending the design of a sustainability strategy. It was agreed that consensus building and decision-making on sustainability, fee-for-service, committee roles and responsibilities, etc., should occur in the context of a newly designed Business Plan. All members who contributed to the discussion believed that a local consultant should be engaged to design a new business plan in consultation with the LEC and the Stakeholders' Committee. [Refer to Annex O: "LEC Draft Business Plan"].

LEC Business Plan

USDOL authorized WSI to facilitate the procurement of a local consultant to prepare a business plan that would address specific sustainability issues. The winning proposal is attached. [Refer to P: "LEC Business Plan Preparation Proposal"]. Work on the business plan began in January 2004 and is scheduled for completion by the end of February 2004. The Business Plan will be presented to the Stakeholders' Committee for approval at their next meeting which is currently scheduled for March 18, 2004.

Employer Customer Satisfaction Survey

A critical component of any organization's long-term viability is the quality of service it delivers and whether that service meets the expectations of its customers. Both the Project Team and the Stakeholders' Committee recognize the importance of monitoring

the service delivered by the LEC and the need to react quickly to deficiencies recorded during that process.

In September, 2003, the resident project director coordinated the implementation of the first Employer Customer Satisfaction Survey to document employer perception of the services received from the LEC. In the process, LEC management and staff were trained on survey techniques. The survey, methodology and training are attached. [Refer to Annex Q: “Employer Customer Satisfaction Survey”]. Some of the key features of this activity include:

- The survey instrument design incorporated ideas from other surveys including observations made during the study tour.
- The detailed methodology was designed to insure objectivity and relevance of data collected.
- Approximately 10 local enumerators were engaged to conduct the data collection.
- Approximately 200 surveys were completed.

LEC management is currently assimilating the data collected and is responsible for issuing its findings to the Stakeholders’ Committee. Expectations are that this report will reveal deficiencies and identify actions that will be taken to address them.

LMI Job Vacancy Survey

This activity was based on the recognition that the MOLYDS was increasingly being identified as the logical source of information on job openings, supply of qualified workers, industry and occupational trends, employer-identified training and experience for workers, occupational wages, benefits and other labor market information. Implementing a JVS positions the MOLYDS to respond to the business community and government policy makers on these questions. A JVS enables the measurement of hiring demand and human resource needs and business site selection analysis. It allows LEC job developers to identify local industries with substantial needs and job counselors have better information to guide job seekers and employers in their decision-making.

Based on the LMI assessment conducted in June 2002, it was determined that the MOLYDS’ Labor Statistical Unit (LSU) staff had the expertise to define the universe of employers in Dar es Salaam that could be used to design a statistically-reliable sample in which to frame a Job Vacancy Survey (JVS). The implementation strategy was based on utilizing a JVS system designed by the U.S. Bureau of Labor Statistics, which would be appropriate for use in the Dar es Salaam labor market with minor modifications.

The goals of the JVS were to provide current information on:

- **Hiring Difficulty:** Indicators of the difficulty of finding and hiring new workers with required qualifications.
- **Current Job Vacancies by Occupation:** Information about the number of job vacancies by occupation summarized for Dar es Salaam.

- **Benefits:** Information on employer-provided benefits such as health insurance and retirement programs by industry or occupation.

A major component of the JVS implementation strategy was building the capacity within the LSU and LEC to conduct this type of data collection and analysis. The project team decided the LEC LMI specialist would be trained in the skills necessary to implement the JVS while the team would then support and guide the LEC in the implementation of the survey. In line with that strategy, the LEC LMI specialist traveled to the U.S. in April 2003 to receive training from the USBLS on how to design and implement a Job Vacancy Survey. The training syllabus is attached. [Refer to Annex R: “Job Vacancy Survey Training Syllabus: Minnesota – April 2003]. At the conclusion of this training, WSI’s LMI expert worked with the LEC specialist to design a survey methodology that would fit the Dar es Salaam circumstance.

The JVS data collection process began on July 21, 2003 and was completed on August 22, 2003. Data for the survey was collected using direct interviews by local enumerators. Some of the key data collection results include:

- **1669** establishments in Dar es Salaam were statistically profiled by the BLS and participated in this survey.
- **1529** establishments (92%) responded to the survey
- **158** employers responded that they had current job vacancies

In September 2003, WSI’s LMI expert traveled to Dar es Salaam to support the completion of the Job Vacancy Survey. Specific activities included:

- Validated the sample composition, survey data collection instruments, survey response rate and the quality of the coding of employer responses.
- Met with key Stakeholders to receive input on the final JVS report format and to solicit their priorities for future LMI products produced by the LEC and MOLYDS.
- Worked with the LEC LMI specialist to design the strategy for the production and distribution of the final report.

In December 2003, the final report was produced and distributed in January 2004. The complete report can be found as an attachment. [Refer to Annex S: “Job Vacancy Survey Final Report]. Some of the key findings included:

- 12,321 job vacancies exist in Dar es Salaam region
- 97.3% are full time
- 80% were in community, social and personal services industry
- 73% had been posted for 60 days or more.
- The overall vacancy rate was estimated to be 5.2%.
- Educational requirements for vacancies were relatively high.
- The demand for workers with previous experience was relatively low at 30%.
- The overall average wage for all vacancies is 207,233 TSh per month (Approximately \$207).
- 88% of employers offered compensation-related benefits

IV. PROJECT OUTLOOK

With funding to support LEC operational costs ending September 30, 2003, USDOL decided that it was critical to provide a transition period from day-to-day assistance to periodic monitoring, guidance and technical assistance to help ensure the LEC's sustainability and service enhancement. LEC activities that require monitoring and support through September 30, 2004 include:

A. Job Vacancy Survey

Now that the Job Vacancy Survey Report has been completed, strategies must be designed and pursued that will maximize the benefits of that report. This activity falls into four general areas:

- **Education and Training Institution Linkages:** Once the Stakeholders' Committee absorbs the data contained in the JVS report relative to skill and educational requirements, strategies on how to use this information to enhance the effectiveness of the educational and training programs must be pursued.
- **Economic Development:** The MOLYDS, the Stakeholders' Committee and other workforce development partners can start utilizing this data to attract potential investors to the Dar es Salaam labor market.
- **Vocational Guidance and Job Search Workshops:** The LEC must start utilizing this information in order to enhance the services being offered to Job Seekers. Specifically, Vocational Guidance and Job Search Workshops can be greatly enhanced by educating job seekers on labor market realities and by designing individual strategies around these realities to enhance the job seeker's opportunities for employment.
- **Sustainability:** The effective marketing of this information can educate the broader workforce community to the benefits of the LEC and consequently be viewed as a significant aspect of Stakeholders' Committee overall sustainability strategy.

B. Business Plan Development

Work on the Business Plan began in January, 2004 and is scheduled to be completed by the end of February. Monitoring the completion of this effort and the effective use of the plan towards sustainability is a critical aspect of this final period of technical assistance.

C. Stakeholders' Committee Meeting

The continued empowerment and effectiveness of the Stakeholders' Committee is the primary component of the LEC's sustainability strategy. Technical assistance missions will be scheduled to coincide with the quarterly Stakeholders' Committee meetings. The focus of these missions will be on monitoring and providing guidance on the LEC's progress towards sustainability. The next scheduled Stakeholders' Meeting is March 18th, 2004. During this meeting, the Job Vacancy Survey and the Business Plan should be major agenda items.

D. LEC Performance Monitoring

Monitoring the LEC performance and service expansion will be an ongoing interest for the remainder of this year. Specific areas of attention will be use of automation, job development, job matching effectiveness, the GoT's continuous funding of LEC operations, number of job seekers being served, and viability of the vocational guidance and job seeker workshop programs.

E. Employer Customer Satisfaction Survey

Data from approximately 200 employers has been collected but the report that highlights the results of the data analysis and corrective action strategies to address any deficiencies is still pending.

V. LESSONS LEARNED AND RECOMMENDATIONS

A. Overall LEC Design

From the outset, there was a lack of clarity between USDOL's funding commitment and the GoT's understanding of how bilaterally funded projects function. During the project's three-year life span, five different program managers were assigned by USDOL which resulted in a lack of continuity in ministry-to-ministry communications and the absence of a completed, approved project document and memorandum of understanding.

It was not until the beginning of the third and final year that the MOLYDS was notified that USDOL funding was ending at the end of that year. Two major consequences that resulted from the MOLYDS not knowing the exact duration of the USDOL's funding commitment were the lack of urgency in seeking additional funding sources and designing a business plan.

Recommendation:

Strategic planning sessions should be conducted with the appropriate decision makers from USDOL, host country partners, and the contractor at the beginning of the project and at the planning stage for each subsequent year. These sessions should include issues such as budget, project scope, expectations and host country's vision. The outcome of these sessions should be an approved project document so that all parties understand the project's scope.

B. Performance Monitoring Plan (PMP)

For any type of monitoring and evaluation plan to be an effective management tool, it must not only be designed at the beginning of the project, it must also be flexible enough to be modified as appropriate given the particular phase the project is in. For this particular project, due to changing DOL program managers, the design of the PMP was not begun until the end of year two and was not finalized until the beginning of year three.

Recommendation:

The PMP should be developed during the project's design phase, adhering to the project document. New program managers should not be able to change a project's direction arbitrarily.

C. LEC Management

Throughout this project, the roles of LEC Manager and LEC Project Coordinator were performed by the same person. Repeated efforts by the project team and USDOL for the MOLYDS to assign a full-time person with operational responsibility for the LEC proved unsuccessful. As a result, the management concerns identified early in the project were not resolved. The main consequence has been the inability of the LEC to take full advantage of the technical assistance provided and low levels of performance by the LEC for the Dar es Salaam labor market.

Recommendations:

More consistent and direct communication between USDOL and the Permanent Secretary regarding LEC management deficiencies with funding consequences for not addressing issues in a timely manner. A contractor's resident project director must also have access to the appropriate management level in the Ministry to address critical concerns with a clearly defined role established at the beginning of the assignment. Requiring a project director to work through the Project Coordinator inhibits communication regarding management issues.

D. LEC Staffing

Any organization is only as good as the people who staff it. WSI provided job specifications and requirements for filling the LEC positions but the staff that were hired were donated by other units. Some of the staff assigned were problem individuals under their previous supervisors. This situation was further exacerbated by the protective civil service provisions governing public sector employment in Tanzania.

Recommendations:

More intervention should be allowed from the project team. Staff deficiencies should be addressed through appropriate channels earlier in the project.

E. Tripartite Committee

One of the most positive results of this project which creates a sense of optimism for the sustainability and success of the LEC is the vibrant Stakeholders' Committee that is in place. In the case of the LEC, committee member selection and participation was controlled by the MOLYDS. As such, the Stakeholders' Committee did not hold its inaugural meeting until the first quarter of the final year.

Recommendations:

Stakeholders should be involved earlier in the project and their roles must be clearly defined from the beginning. Just as important, they must have a real role to play which is a function of both defining specific responsibilities and convincing the Ministry that this body has more than just an advisory capacity. The specific recommendation is for earlier intervention by USDOL at the first signs of resistance to create this type of oversight body. Although this did not happen until the final year, the technique of postponing desired assistance and withholding funding proved to be very motivational for the MOLYDS.

Worldwide Strategies Inc. would like to thank USDOL for the confidence placed in us to implement this project. Though the challenges were significant, everyone associated with the Labour Exchange Center project is leaving with a profound sense of personal satisfaction from helping create an institution that contributes to the alleviation of poverty in an African country.

VI. LIST OF ANNEXES

The following documents can be found on the Deliverables CD

- A. Automation Needs Assessment Report – July 2001**
- B. Labor Market Information in Tanzania: An Assessment – August 2001**
- C. November 2001 Technical Assistance Documents**
- D. August 2002 Technical Assistance Documents**
- E. PC Recruiter System Design and Implementation Plan – July 2002**
- F. An Assessment of the Capacity of the Tanzanian MOLYDS to Develop and Disseminate LMI – July 2002**
- G. Procured Training Courses for LEC Staff**
- H. Final Study Tour Report – May 2003**
- I. PC Recruiter Operating Manual**
- J. LEC Stakeholders’ Inaugural Meeting Agenda and Media**
- K. Tanzania LEC Sustainability Assessment Draft Report – February 2003**
- L. LEC Sustainability Workshop Report and Materials – March 2003**
- M. LEC Follow-up Sustainability Forum: Jamaica – May 2003**
- N. LEC Stakeholders’ Committee Third Meeting Agenda**
- O. LEC Draft Business Plan**
- P. LEC Business Plan Preparation Proposal**
- Q. Employer Customer Satisfaction Survey**
- R. Job Vacancy Survey Training Syllabus: Minnesota – April 2003**
- S. Job Vacancy Survey Final Report**