

Curriculation and Competence Based Education Training (CBET) in Tanzania: A Critical Assessment of Public Administration and Management (PAM) Curricula at Tanzania Public Service College (TPSC)

Marijani, RAMADHANI,
Tanzania Public Service College, Tanzania
ramadhani.marijani@tpsc.go.tz

Abstract

The article directs the discourse in Public Administration and Management (PAM) curricula at Tanzania Public Service College. The motive for this attempt is based on the fact that Public Administration (PA) is itself recognized as a profession whose teaching aims at producing competent professionals and therefore needs constant review to conform to the current work complexities. Five big questions and content analysis are used as the basis for directing the discourse. The findings indicate that curriculation for PAM is complex and dynamic. Moreover, the findings indicate that the two curricula are more vocational than educational as there is little weight allocated for occupational course modules (36 out of 360 in PA) and (126 out of 360 in HRM). This may pose the danger of "pourtpouri" problem in curriculum design. The article proposes rethinking interventions on curriculation for PAM at TPSC to benefit from Public Administration discipline.

Keywords: Curriculation; Competence-Based Education Training; Public Administration

JEL Classification: I23, I28.

1. Introduction

Today we live in difficult, uncertain and complex times. In this context, citizens have to be prepared to adapt to different environments. Therefore, citizens' knowledge must also be comprehensive and based on multiple capabilities (Galvao et al., 2017). The skyrocketing technological advancement and globalization of markets demand individuals with skills of creativity, communication skills and ability to learn throughout life (AMA, 2010). Amidst, the ever changing work milieu, schools have to provide learning experiences,

such as communication and digital skills, numerical competencies, science and technology know-how, social and civic competences, sense of initiatives , entrepreneurship and metacognition, cultural awareness and expression (Galvao, et al., 2017; European Parliament and Council, 2006).

That means, any discipline which has a locus (research domain) and focus on dynamic phenomena such as societal challenges and governance trends has to stay upfront of the latest developments (Van der Waladt, 2012). To remain relevant and provide students with the current development in practices and theories, and to contribute to the entire development-it is imperative that the curricula of the discipline are reviewed frequently.

This paper does not intend to dwell in the principles and process associated with the curriculum exercise, instead the article invokes the five fundamental (big) questions proposed by Gerrit Van der Waladt (2012) to direct the discourse in Public Administration and Management (PAM) curricula at Tanzania Public Service College. It is believed that these questions will contextualize decisions regarding curriculum and could contribute to the relevance discourse regarding PAM teaching at tertiary institutions in Tanzania.

2. Terminological clarification

Before starting a discussion, it is important to go through the following clarifying remarks about terminologies used to register. The remarks concern the use of the terms “curriculum” “curriculumation” and the phrase “competency-based education training”. For the purpose of this article, they are conceptualized as follows:

2.1. Curriculum

The erstwhile academic works traced the origin of curriculum from the chariot tracks of ancient Greece and later the Latin term “currere” (to run) akin to what an athlete or horse does (Kopweh, 2014, p. 10; Hoadley & Jansen, 2002, p. 25). Perhaps no concept is more fundamental to understand the work of education institutions than “curriculum”. It is in this context that this paper borrows Tyler’s (1949) conception of curriculum as “all the learning experiences planned and directed by the school to attain its educational goals”.

2.2. Curriculation

Curriculation refers to the modification of existing programmes in public administration and management in terms of their design and content (Van der Waldt, 2012). Curriculation efforts in cases of an existing curriculum must involve the subject matter experts, programmers and practitioners.

2.3. Competence-Based Education Training (CBET)

Competency-Based Education Training (CBET) is a program of study with clearly defined concrete and measurable objectives of which every student participating in the program must have demonstrated mastery up on program completion in terms of knowledge, skills and attitudes (NACTE, 2017; Kaaya,2012).

3. Literature Review

In this review, the background to education system in Tanzania is presented first, followed by the brief on the Competency Based Education Training (CBET). Next to this, a review of critical issues for public administration education is offered and thereafter follows a background to Tanzania's national flagship institution for training public servants (TPSC) is provided. Lastly, an overview of big five questions in Public Administration and Management curriculation is presented to provide the context for analyzing the Tanzania Public Service College Public Administration and Management Curricula.

3.1. Education System in Tanzania

In Tanzania, higher education refers to education and training beyond secondary education. It consists of colleges, universities and post-secondary specialized educational institutions (Kopweh, 2014, p.3). The country follows a 2-7-4-2-3 education system, where by two years is spent in pre-primary education, then at the age of 7 students are enrolled to attend primary education for 7 years; lower secondary school takes 4 years and higher secondary school takes 2 years (Kopweh, 2014, p.3).Thereafter students enroll in Vocational Education Training (VET) or Universities. Degree programmes in the country take 3-4 years except for medicine, Law and Engineering graduates who are then required to undergo a one year probation period before formal registration (ibid).

Tertiary education in Tanzania is sub-divided into non-university education and training (Technical education) and University education (Universities and affiliated colleges). The technical education which is the focus of this paper is coordinated by the National Council of Technical Education (NACTE) which is a statutory body established by Act No.9 of 1997. The Vocational Education and Training (VET) is under the mandate of Vocational Education and Training Authority (VETA), a statutory body established by established by Act No.1 of 1994, while the University education is under the Tanzania Commission for Universities (TCU) (Rutayuga, 2014, p.22).

3.2. Competency Based Education Training (CBET) in Tanzania

Competency Based Education Training was for the first time introduced in the tertiary and non -University education and training sector in Tanzania in the early 2000 with the aim of enabling the education and training system to produce “ hands on graduate” with the skills and competencies to address the market challenges (Rutayuga, 2014, p. 18).

The introduction of CBET was marked with the paradigm shift from Knowledge-Based Education and Training (KBET) to Competency Based Education Training (CBET) in line with the Tanzania Development Vision 2025 which envisions Tanzania with high level of educated people at all levels who are well equipped with requisite skills to meet the challenges of developmental state.

3.3. Critical Issues for Public Administration Education

This section highlights critical issues that must be addressed by (curriculum) in the preparation of the next generation of public administrators and professional development of the incumbents.

The society within which a profession develops helps to shape that profession, just as the profession will help to shape the society in which it emerges Janowitz, (1966, cited in Rosenbaum, 2014, p. 81). This has not been different for public administration profession. Both as the field of professional practice and as an academic discipline, public administration has been instrumental in shaping the world, and in turn has been shaped by the world (Rosenbaum, 2014). The field of public administration now appears to have evolved into something else, catalyzed by the unprecedented change in the world of public sector, changing of political direction and development of new theoretical approaches in political science, business and management (Fenwick

and Janice, 2014, p.195). In this context, public administration has been swept along or away in the midst of global change (ibid).

If public administration is in this state of flux, Fenwick and Janice (2014) posed the following inquisitive questions to reflect; what are academic researchers of public administration doing? What are their objects of study? What are their characteristics tools of analysis? And does public administration have discrete integrity as a distinct area of academic inquiry?

Any attempt to design the content of an academic programme in Public Administration and Management should provide answers to the above questions and take into account a wide range of possible variables. Such variables may, to a different extent, influence the final decisions regarding a curriculum (Van der Waldt, 2014, p.96). It is in this backdrop that Rosenbaum (2014, p.85) proposed basic realities of the overall political and governmental context within which public administrators of necessity must work.

First, recognition that solving society's problems will always require a strong government. This is because strong and effective government which public administrators manage and lead is the most important institution of any modern society.

Second, appreciation of the importance of working to sustain democratic institutions, truth be told, democracy is pervasive and will evermore be a work in progress. There will be to and fro steps in every democratic country. Public administrators entrusted to promote good governance are duty bound to be both protectors of and the advocates for sustaining and enhancing the democratic character of their countries (Rosenbaum, 2014, p.86).

Third, the ability to function effectively in an environment of rapid change, increasing complexity and much ambiguity. The contemporary public administrators are tasked with the responsibility of solving novel problems contrary to the erstwhile public administrators. Today's problems and citizens expectations are far more difficult and complex than the past. Therefore, public administrators should be equipped with knowledge and skills to effectively cope with complex demands of the governments of the day.

Fourth, the quest to address issues of poverty and inequality in contemporary society, despite the past progress in addressing issues of inequality in the world. Much still remain to be done due to ever increasing gaps between the have and have not (Farazmand, 2012, p.494). Public administrators

should be aware of and ready to address the issue of poverty and inequality in their countries.

Fifth, efficiency of the government, this is significant but not the only principal goal of the government. Truth is to be told in a democratic society there will be more other important objectives for the government of the day than efficiency. Public administrators should be aware that some problems would require participation and inclusion at the expense of efficiency in solving them (Rosenbaum, 2014).

Sixth, the colossal ever weakening of the state, the past decade has witnessed the hollowing out of the state in every corner of the world (Osborne and Gaebler, 1992). Even in the most stable democracies, governments have been downsized and right-sized to an extent of minimizing its capacity to address socio-economic issues (Rosenbaum, 2014, p.88; Farazmand, 2012, p.496; Otenyo, 2006, p.4). This development has created a niche for the third sector to flourish, leading to the mushrooming of variety of non-governmental organizations and civil society organizations to fill the governance void. It is therefore, instructive for public administrators to be aware of these new actors in the governance.

Seventh, the growing emphasis on cultural, ethnic and linguistic diversity, the past decades have witnessed the growing concerns of the diversity management concern in the public service. This has stimulated the greater concerns for inclusion and recognition of ethnic and cultural diversity in political and economical spheres (Rosenbaum, 2014; Ospina, 2011). Public administrators are now left at the tensions between matters of non-partisan and professionalism. It is important for PAM curricula to address this concern.

Eighth, the growth of multi-national integration, as the world witnesses the hollowing out of the state in every corner of the world. Ironically, integration of individual nations and economic blocks is skyrocketing (Rosenbaum, 2014). Public administrators in this sense have to deal with complex issue of national state governance, professionalism and governmental standards. The above factors have given rise to new courses and curricula in various academic programs.

3.4. Background of Tanzania Public Service College Education and Training

This study was conducted at Tanzania Public Service College (TPSC). Tanzania Public Service College (TPSC) was established in 2000 under the ambit of the Executive Agencies Act No. 30 of 1997. The aim of its establishment was to

fill an extant void in terms of a comprehensive training facility for Public Service, the changing needs of Public Services resulting from instituted reforms, and the need for an autonomous financially sustainable Public Service College.

It is in light of the above that TPSC is the preferred service provider of knowledge, skills, and advisory services to the Tanzania Public Service and a part of building a culture of continuous learning for public servants. TPSC has six campuses strategically located in four zones, namely the Coastal zone (Dar es Salaam campus), the Southern zone (Mtwara campus), the Northern zone (Tanga campus), the Central zone (Singida and Tabora campuses) and the Southern highland zone (Mbeya campus). With the total of 177 full time employees who are fully engaged in delivering short and long term training programmes, undertaking action researches and consultancies aimed at improving public service delivery in Tanzania (Marijani and Marwa, 2016, p.3).

The College offers training in Management, Leadership, Administration and Office support. It follows NACTE awards which are known as National Technical Awards (NTAs) from level four (NTA-4) basic technician certificates to level eight (NTA-8) bachelor degrees and adopted Competency Based Education Training (CBET) modular system.

3.5. The Big Five Questions in Public Administration and Management Curriculum

As scholars of public management aspire to make their field a science they need to focus on big questions (Behn, 1995, p.315). However, some have questioned whether public administration is a separate discipline or field, or it is simply a sub-discipline of political science (Andey & Rodney, 2005). To bring the point home Neumann (1995) assured us that public administration is its own discipline, even though he is still skeptical on the discipline's big questions. Along the same line Behn (1995) caution us that if Public administration wishes to be considered a serious discipline, it must ponder its own big questions; the big questions should focus on the issue of public management that is what must public managers ask in order to understand and accomplish their work effectively?

Van der Waldt (2012, p.5) provides an advice that any curriculum endeavor in PAM must have some choices: choices of balance, content, weight and relevance. The right questions would facilitate the making of the right choices in curriculum.

4. Methodology

This paper applies qualitative review method where official documents and scholarly literature were consulted and the content analysis method, where curriculum documents were critically analyzed. In so doing, we invoke the five fundamental right questions by Van der Waldt (2012) which are framed in the context of curriculum to interrogate whether the Tanzania Public Service College Public Administration and Human Resource Management curricula respond to the big five questions. The attempt is not to try to answer these questions but rather assess the curriculum exercise by posing the typical questions that should have been asked and in so doing stimulate discussion in the discipline. This is because as an academic field, Public Administration and Management should advance theoretical and pragmatic understanding of governmental institutions and processes in tandem with knowledge and action, theory and practice (Evans, 2007 cited in Kroukamp and de Vries, 2014, p. 160).

Q1: What is the nature of the (Tanzanian) state?

Currently, the nature of the states in East Africa has been in the circumstances of transition from hands-on management and direct involvement in the delivery of goods and services to the facilitation and enabling role. Basically, the region has witnessed a shift from highly centralized hierarchical public administrative systems to more decentralized forms with increased participation of other entities (Otenyo, 2006, p. 1). In this context, the nature of Tanzania as a state is like many other African states. It is duty bound to provide administrative work, which entails the work of the state and how to manage the ministries, parastatals and local governments' authorities.

As correctly submitted by Spears and Stanley (2005, p.15) that public organizations are formal expressions of the public will, entrusted with the mandate to present, formulate and implement public policies. Hence, the state must establish capacity to deal with a dynamic and ever changing environment. In this scenario, a systematic and holistic approach for policy implementation will therefore be needed to effectively respond to the needs of the society (Jordaan, 2013, p. xii).

Wiechers (1995, p.237) asserts that the state can be typified by its goals and direction. For the case of Tanzania, the Tanzania's Development Vision 2025

aims to guide Tanzania Development effort into the 21st Century and achieve a certain level of development by the year 2025.

Moreover, The Tanzania National Research Agenda (NRA) for 2015 – 2020 prepared by the Tanzania Commission for Science and Technology (COSTECH) consolidate and coordinate research activities to realize the Tanzania Development Vision (TDV) 2025 (COSTECH, 2016). The NRA indicates priority research areas in Tanzania where researchers across different disciplines should focus in order to stimulate socio-economic development in the country (Marijani, 2017, p.11).

An analysis of the Vision 2025 and NRA 2015-2020 reveals a number of issues which are very vital for the performance of the government and therefore should be addressed during curriculum exercise. The question arises to what extent the above state agenda affect the discipline? What should scholars in Public Administration and Management focus on? The fundamental curriculum question should be to what extent the curriculum of PAM address the current nature of the state in Tanzania? The following specific questions are also informative: To what extent the curriculum of PAM reflect the socio-economic, political, demographical and developmental realities of the state? Should knowledge production in PAM mainly serve the needs of the state? At theoretical level, any curriculum discourse should consider the above transformation agenda for the Public administration discipline to be relevant in Tanzania.

Q2: What is the Nature of Institutions of Higher Learning (IHL) in Tanzania?

The institution of higher education in Africa and higher education in general remain a significant part of the overall social, economic, and cultural constitution of societies and nations (Aina, 2010, p.23). Higher education is instrumental in the formation and supply of human resources, establishment of social values and meaning, development of full panoply of individual capacity and collective emancipation from ignorance, domination and poverty traps. Higher education further avails the platform for the advanced study, dissemination, and utilization of knowledge and its products for the benefit of society (Aina, 2010).

Like many cases in Africa, the nature of institution of higher learning in Tanzania has, among its objectives, to provide advanced knowledge and skills through teaching, research and community services to the society. Since

independence, the higher education sector and its institutions have experienced a number of innovations and changes in their curricula, processes, procedures, and their legal status (Ngirwa *et al.*, 2014, p.129). Of late, the sector has burgeoned greatly in terms of size, students' enrollment and proliferation of new institutions which require proper management to fulfill their mandate.

Therefore, the post-independence Universities and higher learning institutions in Tanzania reflected the conception of welfare policies where the public provision of health, education, water, etc. should be accessed freely by all (Chachage, 2008). In keeping with this vision education policies in Tanzania were premised on the provision of education, especially higher education, as the basis for social and economic development, with state playing the central role (*ibid*). This was largely a result of political domination of higher education, thus why the then ruling and sole political party Tanganyika National Union (TANU) controlled the day to day management of the University through centralized system and the formulation of various education policies notably the popular *Musoma resolution of 1974*, which set the university entry criteria (Ngirwa, *et al.*, 2014, p.130; Mamdani, 2008, p.6).

Problems beset the Tanzania higher education sector in 1980s after the release of World Bank reports calling for drastic reductions in state funding of higher education in Africa on the pretext of promoting higher efficiency and more egalitarian distributions of resources (Chachage, 2008). The reports called for restructuring of higher education to bring efficiency. The introduction of cost sharing was part of the proposed restructuring strategies. Within this context, higher education was closely being drawn into the market and in a way higher education therefore became a commodity (*ibid*). The waves of restructuring swept even the alma mater of ours, the University of Dar es Salam, the then shining pearl of the intellectuals' world in the 70s and 80s lost its vibrancy and vigor, and lost its image and example as the developmentalist University (Shivji, 2010, p.iii; Mamdani, 2008, p.5).

Currently, the World Bank has started revisiting the alternative models with a re-emphasis on the traditional forms of public higher education and knowledge production Sall (2004, p.180; cited in Chachage, 2008). The bank appreciates that the erstwhile conceptualization of the institutions of higher learning during the 1960s which focused more to the social needs and therefore the social values of its contributions was very fundamental (Chachage, 2008).

Therefore, to be effective, higher learning institutions should provide services that communities expect. This is because higher education is the heart of education, it is where teachers are trained and curricula developed (Mamdani,

2008, p.8). Unless the institutions of higher learning invest heavily in research for development of curricula for entire education system, all curriculum will be an off-the-shelf products very novel with little relevance to the real circumstances (ibid). In this context, PAM curriculum should be the product of research and responds to local contexts and local needs respectively.

Q3: What is the Nature of the Discipline?

Are Public Administration and Management programmes taught at Tanzania Public Service College as social science or applied management disciplines? Does the focus of the disciplines on equipping and preparing prospective officials with vocational skills required by the markets (relevance) or advancing the academic discipline through knowledge production, research, theory building and theory testing (rigor) or both (relevance and rigor)?

The sub-question includes: What is the difference between public and private institutions? How does the political culture influence the public and private sector? What does the administration and management of a public institution mean? What kind of knowledge, skills, attitudes and behavior required to successful manage public institutions? To be able to answer the big question and sub-questions and guide the discourse a re-visit to the Tanzania Public Service College PAM program philosophy is instructive here.

Public Administration Program Philosophy¹

This programme is intended to prepare learners for a career in law. Upon completion of this programme the learner will be able to work as a senior administrative clerk in the Public and Private sector. The aims of the programme are for the learners to obtain content competences (knowledge, skills and attitudes) in order to perform in various areas of public administration and personal competences (knowledge, skills and attitudes) necessary to perform as an effective and efficient employee in the public and private sectors.

Human Resource Management Program Philosophy²

This programme is intended to prepare learners for a career in Human Resource Management. Upon completion of this programme the learner will be

¹ Taken from Tanzania Public Service College (2012) Diploma in Public Administration (NTA Level 6)

² Taken from Tanzania Public Service College(2012) Diploma in Human Resource Management (NTA level 6)

able to work as Human Resource Management Assistant I in the public service and private sector. The aims of the programme are for the learners to obtain content competences (knowledge, skills and attitudes) to perform in various areas of Human Resource Management and personal competences (knowledge, skills, and attitudes) necessary to perform as an effective and efficient employee in the private and public sectors.

Critical analysis of the two curricula reveals that the programmes intend to equip the learner with both relevance and rigor (the content and personal competencies). This fact supports the consensus that public administration is both a scholarly field and a practical man's domain (Oyedele, 2015; Bava, 1992; Cameron, 2008; Marijani, 2017). Further analysis indicates that the two curricula are more focused on imparting vocational skills than general education exhibiting the characteristics of Public Service College elsewhere. As put by Wessels and Van Jaarsveldt (2007, p.116), the purpose is to train and educate learners to master the current and future managerial and development skills for public service which include all spheres of the government. In this regard, Van der Waldt (2012, p.8; 2014, p.177) caution is worth noting, since sound education requires a proper disciplinary theoretical foundation. In its absence, the new generation of graduates in PAM will lack the fundamental foundation of the discipline, at best they will be a mere spectator to the marshalling of arguments, research traditions, methods and insights from the discipline (Benson, 1982, p.44).

Another sub-question that must be posed is whether there is any difference between public and private practices in the contemporary workplace milieu. Literature review indicates the blurring distinctions between public and private sector practices brought about by the adoption of the New Public Management paradigm which led to the shift in focus and loci of state driven public administration (Otenyo, 2006, p.6). This paradigmatic administrative shift ushered in the new management practices such as "reinventing" "public-private partnerships (PPPs)" "outsourcing" "commercialization" and "privatization" only to mention (Van der Waldt, 2012, p.9; Koppell, 2010, p.46). It involves the private sector in the delivery of public service. The foregoing signals the emergence of "publicness" that goes in tandem with embracing governance in lieu of administration of public service delivery.

In shaping the meaning of public administration parties involved in curriculum should consider this trend toward "governance in public interest" and reflect whether they are preparing "generalists" or "specialists" for the world of work.

Q4: What is the nature of paradigmatic development in the discipline?

From its cradle in the writings of erstwhile philosophers and to our spiritual godfather Niccolo Machiavelli and to our most recent renown founder Woodrow Wilson, public administration has been conceived as an area of study and practical man domain (Koppell, 2010, p.47). The history of Public Administration as a discipline is characterized by different stages of development in relation to various events and influence. Since the publication of the famous “Five Paradigms of Public Administration” by Nicolas Henry (1973) almost three decades ago, there is still a debate on acceptable paradigm for the study and practice of public administration (Henry, 1992). To date, little progress has been made to whether public administration is an academic discipline or sub-field of political science (Spears and Stanley, 2005, p.3). However, a new approach to public administration which is “reform-oriented and seeks to improve public sector performance has emerged (Lincaru *et al.*, 2016, p.15). With regard to curriculum process it is important to have a recognized paradigm of the discipline, for without a paradigm public administration lacks an identity that is a sine quo non for advancing the discipline and practice of public administration (Spears and Stanley, 2005, p.3). If paradigmatic perspective provides a useful guide to curriculum, to what extent will curriculum reflect a particular paradigm? Do we introduce the discipline paradigm perspectives to students and provide the right paradigm or avail the leeway for them to decide what is right? How will these paradigms be packed in the respective National Technical Award level (NTA) and year of study? How do we accommodate the new development in the discipline such as ‘the governance’, and ‘democratic administration’? The above trends are very influential in any decisions regarding curriculum.

Q5: What is the nature of the content of the discipline?

Answers from the foregoing questions 1-4, invite another fundamental question on how do we pack up the modules (content and weight) on the right National Technical Awards (NTA) in the semesters of the certificate and diploma programmes. The sub-questions are what do we include and exclude from the curriculum? How do we accommodate the new development in the public sector trends? To answer above questions, we present and assess the modules in the PAM curricula used at Tanzania Public Service College.

Table 1: Basic Technician Certificate in Public Administration (NTA Level 4)

SN	CODE	MODULE NAME	CREDIT VALUE
SEMESTER I			
1	PA 411	Basic Compute Applications	16
2	PA413	Structure and Organization of the Government	14
3	PA 415	Introduction to Public Administration	14
4	PA 416	Elementary English	12
SUB TOTAL CREDIT VALUE			56
SEMESTER II			
1	PA422	Basic Arithmetic Principles	12
2	PA 424	Civic Education	14
3	PA 427	Introduction to Front Office Management	14
4	PA 428	Introduction to Records Management	14
5	PA429	Field Practice	10
SUB-TOTAL CREDIT VALUE			64
TOTAL CREDIT VALUE			120

Source: TPSC PA curriculum (2012)

Table 2: Technician Certificate in Public Administration (NTA Level 5)

SN	CODE	MODULE NAME	CREDIT VALUE
SEMESTER I			
1	PA 511	Introduction to Local Government Administration	12
2	PA 512	Public Administration	12
3	PA 513	Administrative Law	12
4	PA 514	Communication and Interpersonal Skills	12
5	PA 516	Principles of Records Management	10
SUB TOTAL CREDIT VALUE			56
SEMESTER II			
1	PA525	Introduction to Entrepreneurship	12
2	PA 527	Introduction to Human Resource Management	14
3	PA 528	Intermediate Computer Application	14
4	PA 529	Disaster Management	14
5	PA5210	Introduction to Statistics	10
6	PA 5211	Field Practice	10
SUB-TOTAL CREDIT VALUE			62
TOTAL CREDIT VALUE			120

Source: TPSC PA Curriculum (2012)

Table 3: Ordinary Diploma in Public Administration (NTA Level 6)

SN	CODE	MODULE NAME	CREDIT VALUE
SEMESTER I			
1	PA 611	Procurement Management	8
2	PA 614	Project Management	10
3	PA 616	Public Policy	10
4	PA 618	Principles of Management	10

5	PA 619	Research Methodology	10
6	PA 6110	Public Relations and Protocol	10
SUB TOTAL CREDIT VALU			60
SEMESTER II			
1	PA525	Introduction to Stores and Logistics Management	8
2	PA 527	Public Finance	10
3	PA 528	Industrial Relations and Labour Law	10
4	PA 529	Development Studies and Good Governance	10
5	PA5210	Public Service Management	12
6	PA 5211	Project / Research paper	10
SUB-TOTAL CREDIT VALUE			60
TOTAL CREDIT VALUE			120

Source: TPSC PA Curriculum (2012)

Table 4: Basic Technician Certificate in Human Resource Management (NTA Level 4)

SN	CODE	MODULE NAME	CREDIT VALUE
SEMESTER I			
1	HRM 411	Introduction to Human Resource Management	16
2	HRM 415	Elementary Business English	12
3	HRM 416	Principles of Office Management	16
4	HRM 417	Computer Application I	12
SUB TOTAL CREDIT VALUE			56
SEMESTER II			
1	HRM 422	Human Resource Management Practice	16
2	HRM 423	Basic Arithmetic	12
3	HRM 424	Customer Handling Techniques	12
4	HRM 428	Computer Application II	12
5	HRM 429	Field Practice	12
SUB-TOTAL CREDIT VALUE			64
TOTAL CREDIT VALUE			120

Source: TPSC HRM Curriculum (2012)

Table 5: Technician Certificate in Human Resource Management (NTA Level 5)

SN	CODE	MODULE NAME	CREDIT VALUE
SEMESTER I			
1	HRM 511	Principles and Practice of Management I	12
2	HRM 513	Human Resource Management	12
3	HRM 516	Public Relations and Protocol	10
4	HRM 519	Introduction to Statistics	8
5	HRM 5110	Computer Applications	10
6	HRM 5111	Communication and Interpersonal Skills	10

SUB TOTAL CREDIT VALUE			62
SEMESTER II			
1	HRM 522	Principles and Practice of Management II	12
2	HRM 524	Human Resource Information and Records Management	10
3	HRM 525	Procurement and Stores Management	10
4	HRM 527	Office Environment Management	10
5	HRM 528	Research Methodology	8
6	HRM5212	Field Practice	8
SUB-TOTAL CREDIT VALUE			58
TOTAL CREDIT VALUE			120

Source: TPSC HRM Curriculum (2012)

Table 6: Ordinary Diploma in Human Resource Management (NTA Level 6)

SN	CODE	MODULE NAME	CREDIT VALUE
SEMESTER I			
1	HRM 611	Human Resource Employment and Development	14
2	HRM 613	Human Resource Audit	8
3	HRM 615	Management Information System	10
4	HRM 616	Administrative Law	10
5	HRM 619	Introduction to Public Administration	14
SUB TOTAL CREDIT VALUE			56
SEMESTER II			
1	HRM 622	Performance Management	14
2	HRM 624	Financial Management	8
3	HRM 627	Industrial Relations and Labour Laws	12
4	HRM 628	Public Policy	10
5	HRM6210	Organizational Behaviour and Diversity Management	12
6	HRM 6211	Project Research paper	8
SUB-TOTAL CREDIT VALUE			64
TOTAL CREDIT VALUE			120

Source: TPSC HRM Curriculum (2012)

The tables above (i.e. 1, 2, and 3) indicate the scope of the PAM discipline taught at TPSC. The fundamental curriculum question is whether these contents capture the contemporary thoughts and development in the discipline. This analysis will be guided by the concept of credit value, as defined by NACTE (2017, p.2) a credit is an award made to a learner in recognition of learning achieved, it contributes to the definition of overall academic standards. For example, content analysis of the Basic Technician Certificate in Public Administration (NTA-4) indicates only one core “occupational module” the introduction to Public Administration module (PA 415) which carries 14 credit values and is taught for four month.

Similarly, in the Technician Certificate in Public Administration (NTA-5) there are only two core modules “the introduction to Local Government Administration module (PA 511) which carries 12 credit values and Public Administration module (PA 512) which carries 12 credit values, moreover in the Ordinary Diploma in Public Administration (NTA-6) there is no any core module of Public Administration, yet “Public Administration” represents the occupational course in this curriculum.

Further analysis indicates that the total credit value of the whole programme from NTA level 4 to 6 is 360 credits out of these only 36 credits are dedicated to the occupational course. This indicates that the Public Administration curriculum of TPSC is more vocational (outcomes based) than educational (theoretical). Therefore, it has little contribution to the development of the discipline, as Vander Waldt (2014, p.177) posited sound educational development requires a proper disciplinary foundation. Based on the current curriculum design and the concept of NACTE (2017, p.2) credit value system, the above mentioned “occupational courses” will not be covered in the subsequent NTA levels, and therefore, making it difficult to prepare the graduates for the complexities associated with the world of practice.

The content analysis of Human Resource Management curriculum (NTA 4, 5 and 6) tables 4, 5 and 6 above indicates a fair distribution of credits value (maximum and minimum) to the occupational course as compared to the Public Administration curriculum. The curriculum allocated more credit values to occupational module than other modules. For example, in Basic Technician Certificates in Human Resource Management (NTA-4), Introduction to Human Resource Management module (HRM 411) carries 16 credit values and Human Resource Management Practice module (HRM 422) carries 16 credit values.

In the Technician Certificate of Human Resource Management (NTA-5), Principles and Practice of Management I module (HRM 511) carries 12 credit values, Human Resource Management module (HRM 513) carries 12 credit values, Principles and Practice of Management II (HRM 522) carries 12 credit values and Human Resource Information and Records Management module (HRM 524) carries 10 credit values.

Equally in the Ordinary Diploma in Human Resource Management (NTA-6), there is also fair distribution of credits values to the occupational course modules; for example, Human Resource Employment and Development module (HRM 611) carries 14 credit values, Human Resource Records Audit module (HRM 613) carries 8 credit values, Performance Management module (HRM 622)

carries 14 credit values and Organizational Behaviour and Diversity Management module (HRM 6210) carries 12 credit values. Generally, the total credit value of Human Resource Management curriculum (NTA 4, 5 and 6) is 360 credits, out of this occupation course modules carry 126 credits, despite this fairly allocation of credits values to occupational courses as compared to the Public Administration curriculum this curriculum is also more vocational than theoretical.

5. Discussion

From triangulation of the findings obtained from an appraisal of the two curricula: Public Administration (NTA 4, 5 and 6) and Human Resource Management (NTA 4, 5, and 6), the content analysis indicates that the two curricula are more vocational than educational. Moreover, lack of enough occupational modules on PA curriculum may lead to what Van der Waldt (2014, p.181) calls “pourtpouri problem in curriculum design” where the discipline exhibits an isolated sample of knowledge from various foci within the discipline and therefore diverting the focus and locus of the discipline.

Specific analysis of the same curricula reveals that both curricula conform to the Competency-Based Education and Training (CBET) System, in other words both curricula are more vocational than educational, reflecting the current new language of the higher education of focusing more on outcome-based education, focusing more on intended outcomes (results) and equipping the students with knowledge, skills and attitudes attuned to the world of work. Posing a danger of producing the “generalists” graduates of the field as Ventriss (1991, p.10) cautioned, vocational focus teaching and training only prepares students to fill technical positions than thinkers or entire development of the person. Similar observation was reported by Wessels and Van Jaarsveldt, (2007, p.116) in South Africa that students on the vocational side do not receive the same general education than those in the side of educational programmes in the qualification spectrum. Given the diversity and complexity of the public sector it is the high time for the curriculum process to include education portion of public administration at the early stage.

5.1. TPSC Curricular Standards, Principles, and Values

Important curriculum question in this context is what kind of standards, principles, and values reflected by TPSC Curriculum? Like other Public Service Colleges elsewhere, TPSC prepares individuals for positions in the public service.

The TPSC Curriculum reflects the following principles and values based on the old Public Administration and New Public Management. The old public administration values are largely influenced by the ideas of Max Weber that reflect the evolution of the discipline in the 20th century following a model of bureaucracy and meritocracy; covering the public administration core courses such as public policy, ethics, human resource management (Robinson, 2015, p.5).

The second set of principles and values borrows from the New Public Management perspectives, managerialism, managerial skills, functions techniques and applications such as, business-like, market based and reinventing (Osborne, 2006), covering the courses such as performance management, strategic planning. The content analysis of the curricula reveals that the TPSC curricula lack one set of the principles and values which is the *raison D'être* of the college itself, the management development which includes courses on sustainable development, poverty reduction and partnerships, regional cooperation which avail an opportunity for participants to analyze development opportunities and challenges (Haruna and Kanne, 2013).

Since the 21st century public administration requires the sound workforce as well as the ability to perform the same way as other professionals (Hall, 2015, p. 244). A combination of education and experiences is therefore paramount in this context. This invites the comparison of TPSC Curriculum and the professional association principles and values to ascertain whether TPSC Curricula conform to the professional principles and values.

5.2. Comparing TPSC Curricula with NASPAA Principles and Standards

The National Association of Schools of Public Affairs and Administration (NASPAA) principles and values represent the core values elements that public affairs and administration programmes should share in common. The NASPAA (2009) principles and standards include; public service, social equity, public service leadership, legal governance, transparency, and accountability. The closer the match between TPSC and NASPAA principles, the higher the degree of professionalization in TPSC Curricula.

Table 7: TPSC PAM Curricular Representation and Learning Outcomes

Course Component	Generic Managerial Values	Generic Managerial Competencies
Structure and Organization of the Government	Transparency	Coordinating skills
Introduction to Public Administration	Public Service Management	Consensus –building ability
Introduction to Local Government Administration	Transparency	Collaborative skills
Public Administration	Public Service management	Collaborative ability
Administrative Law	Legal Governance	Legal analytical ability
Introduction to Entrepreneurship	Accountability	Analytical ability
Introduction to Human Resource Management	Effectiveness	Motivational skills ability
Disaster Management	Public Service Management	Collaborative ability
Public Policy	Transparency	Decision making ability
Research Methodology	Effectiveness	Problem solving skills

Source: Compiled from TPSC PAM Curricula (2012)

The preceding section indicates that TPSC PAM Curricula augur well with NASPAA principles and values and therefore has the potential of availing the professional value orientation and competency for the public service through normative assumptions of instilling the students the importance of defending bureaucracy and public administration (Evans, 2007). Despite the above success the curriculum lacks the management development values which are very instrumental in fostering the principles of good governance in service delivery.

7. Conclusions

This article has invoked the fundamental questions framework proposed by Gerrit Van der Waldt (2012) to direct the discourse in Public Administration and Management (PAM) curriculum at Tanzania Public Service College. As alluded earlier the PAM curriculum is complex and dynamic. Triangulation of the findings and the content analysis indicates that the two curricula are more vocational than educational; there is little weight allocated to the occupational course modules (36 out of 360 in PA) and (126 out of 360 in HRM). Thus, lack of enough and sequential modules may pose the danger of “pourtpouri problem in curriculum design”.

For Tanzania to benefit from PAM curricula, this article argues for rethinking curriculum that includes appreciation of the changing role of the state and transformation agenda. At the higher learning institution curriculum must be the product of wider research and it should respond to local contexts and needs. Moreover, curricula should expose the students to theoretical underpinning of public administration discipline to make possible for them participate fully in their studies. This could be done by allocating more credit weight values to the occupational modules.

To make the curricula more professional a review should include the management development principles and values, which include the insertion of good governance principles and practices.

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