

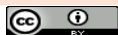
Collaboration of actors in the implementation of the national employment policy in Tanzania

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ABSTRACT

Adequate implementation of the National Employment Policy in Tanzania is one of the decisive challenges. The country continues to be characterized by a fast-growing labour force, unemployment, underemployment, and insufficient coherent strategies to solve the shortage of employment opportunities, which is still questionable. Thus, the implementation of the Tanzanian National Employment Policy has been impotent in applying its collaborative strategy between the government and other actors, in spite of their crucial importance in the creation of employment opportunities in Tanzania. This study aimed at assessing the collaboration of actors with regard to encounters, discrepancies, and deficiencies in capturing their relevance for the creation of employment opportunities in Tanzania. The data in this paper was approached qualitatively based on an overall analysis and reassessment of secondary data from the literature, such as the Tanzania National Employment Policy of 2008, government reports, journals, articles, and books. The findings show that the collaboration of actors, encounters, discrepancies, and inadequacies in the implementation of the National Employment Policy conflict with the creation of employment opportunities in Tanzania. The paper concludes that the nature of collaboration, which is guided by the operating rules, laws, and regulations, is the issue considered in spearheading the meetings, discrepancies, and inadequacies of the actors in collaborating to achieve the desired employment opportunities in Tanzania. The study suggests that the collaboration of actors in the implementation of the National Employment Policy in Tanzania needs to portray the specific roles and responsibilities of their commitments, expectations, and follow-up mechanisms in the creation of employment opportunities.



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1. INTRODUCTION

Worldwide, employment opportunities pose a challenge to policymakers, decision-makers, and practitioners in public administration and public policy (Aduke & Taiwo, 2017; Bhorat et al., 2020). Employment opportunities are, therefore, a high-demand policy agenda item in many developed and developing countries. There are, however, different strategies for how to generate employment opportunities. Some countries, such as China, Germany, the United States, and the United Kingdom, focus on industrialization to increase employment, whereas others, such as Ethiopia, Ghana, Kenya, and Uganda, focus on economic transformations of sectors such as agriculture and the role of private, civil society, nongovernmental organizations, and public actors in creating employment opportunities (Guloba et al., 2021; OECD, 2014). The strategies used to create employment opportunities in specific countries serve as a model for other countries facing similar employment challenges. The formulation and implementation of wide-ranging national employment policies all over the world in line with the need for employment opportunities is expected to make a critical contribution to improving the labour market (ILO, 2015). National employment policies are also expected to contribute to poverty reduction efforts only if they attain inclusive growth, full and productive employment, and decent work for all. However, experience from many countries in the world shows there are insufficient productive employment opportunities and decent work, which have been and are being felt as major challenges to development (Fagge & Zubairu, 2014; ILO, 2015).

Fifteen years into the main policy period for employment in Tanzania (2008–2023), the National Employment Policy has not fully attained the projected employment opportunities for all Tanzanians. The attainment of this dedication was expected with the collaboration of different actors. However, it has not achieved the desired employment opportunities as one of the policy objectives. Tanzania has experienced difficulties in the creation of adequate employment opportunities. These difficulties remain, as getting free of the unemployment mark, a lack of decent jobs, and absorbing the fast-growing labor force is still a far-reaching objective to meet. The large number of graduates does not, therefore, raise the prospect of either wage or self-employment (Kessy, 2020; Komba, 2010; Msigwa & Kipisha, 2013). Previous studies conducted

in Tanzania have highlighted the importance and influence of actors acting separately in the implementation of the national employment policy in terms of the creation of employment opportunities, with limited research on the encounters, discrepancies, and inadequacies of the collaboration among the actors in the process (Mwita, 2018; Nangale, 2012; NBS, 2018).

This state of affairs calls for analysis and a reassessment of the collaboration among the actors in the implementation of the National Employment Policy in terms of the creation of employment opportunities. This has also led to the broad question of the extent to which the collaboration of actors in the implementation of the National Employment Policy fosters the creation of adequate employment opportunities in Tanzania. Specifically, it is also important to consider why the policy statements insist on the collaboration of actors. What is the state of collaboration among actors in Tanzania? How does the government collaborate with the actors in the creation of employment opportunities, and how can the collaboration of the actors bring about the required changes in the creation of employment opportunities? This paper ascertains the actors involved in the implementation of the National Employment Policy in Tanzania and how their collaborative spirit contributes to the creation of employment opportunities. It also ascertains the encounters and opportunities of actors in creating employment opportunities. The study informed that effective implementation of the National Employment Policy and the creation of employment opportunities are grounded in the concerted strategy for the trend of collaboration among the key actors in development. The overall significance of this study is to inform policy decisions, guide practice, and stimulate further research and discussions on collaboration of actors in employment policy implementation in Tanzania. Its findings can help to strengthen the actor's effectiveness, coherence, and their impact on employment policies and programs, leading to improved labour market outcomes and socio-economic development in the country.

2. ACTOR'S COLLABORATION, EMPLOYMENT OPPORTUNITIES AND THEORETICAL FRAMEWORK

For clarity, the key terms that recurred in most parts of this study have been defined, and operationalized and the theory guiding the study has also been described and analyzed.

2.1 Actors

In defining actors in the aspect of policy implementation, one must consider all individuals and social groups concerned by a specific or collective problem. Individuals such as ministers, members of parliament, specialists, journalists, or a group of people in an administration office, a legal entity such as a private company, an association, a trade or labour union, or a social group such as famers, drug users, or the homeless can be considered actors. According to Heyi (2020), actors are those individuals and groups, both formal and informal, who seek to impact the making and implementation of public policies. The role each actor plays and the collaboration among them is what constitutes the policy that comes out of this study, the creation of employment opportunities. Implementation of the National Employment Policy is envisioned as an interaction and dynamic process of actors performing different roles, including bureaucrats, researchers, media, politicians, and stakeholders, whose roles can lead to policy success or failure in creating employment. In the context of this study and with respect to creating employment opportunities, actors refer to individuals or entities that play a role in the process of generating jobs or supporting job creation efforts. These include the government, which plays a crucial role in creating employment opportunities through various policies and programs. It provides incentives to businesses to create jobs, invest in infrastructure development, and promote education and training programs to enhance the skills of the workforce. Businesses are a significant actor in job creation. They can expand their operations, invest in new technologies, and hire more workers to meet the demands of the market. NGOs promote employment opportunities through various programs, such as vocational training, microfinance, and entrepreneurship development, particularly in rural or underprivileged areas. Educational institutions play a critical role in developing a skilled workforce. They provide education and training in various fields, which can help individuals acquire the necessary skills to enter the job market or find employment. They can develop their skills and knowledge, network with potential employers, and become entrepreneurs or self-employed.

2.2 Employment Opportunities

As the state of being engaged in an activity or service for wages or salary, scholars have come up with different understandings of the concept. According to Fagge & Zubairu (2014), the concept of employment opportunities involves access to employment, decent jobs, labor productivity, full and productive employment, labor force size, and labor force composition. Also, employment opportunities refer to the direct short-term and long-term intervention of actors geared towards fostering job accessibility, self-employment, and the policies associated with labor market expansion (Nunley, Pugh, Romero, & Alan Seals, 2017). From the definitions, employment opportunities with respect to this study involve the commitment of actors in both public and private sector institutions' initiatives to create and provide new jobs. Actors play their roles based on the stipulated rules and regulations.

2.3 Actors' Collaboration

Collaboration of actors involves multiple partners having joint decision-making in policy implementation, including the National Employment Policy (Stern et al., 2012). Multi-actor collaboration has proven to contribute in an enhanced way when aiming to solve multi-dimensional problems, including the creation of employment opportunities. Collaboration exists when close relationships are established among actors. Advanced forms of collaboration are distinguished by shared objectives and decision-making, shared commitments, and developed partnerships on policy issues such as job creation. In the context of this study, collaboration of actors refers to the coordinated efforts of various individuals or entities to work together towards the common goal of creating jobs and promoting economic growth. This collaboration can involve a range of actors, including governments, private sector businesses, non-governmental organizations (NGOs), educational institutions, and community organizations.

2.4 Social Capital Theory

For the purpose of this study, which explains the collaboration of actors in the implementation of the national employment policy in Tanzania focusing on the creation of employment opportunities, the Social Capital Theory is particularly adopted as a guide. The reason for the choice of this theory is that social networks and relationships among actors can provide them with resources and opportunities that they would not otherwise have access to when working alone and wanting to achieve the intended goal of this study, which is the creation of employment

opportunities. Social Capital Theory became prominent across social science in the 90s (Moskoff, 2011: 4). The idea of social theory is connected to the ideas of great thinkers such as Weber, Rousseau, and Durkheim (Claridge, 2004). The Social Capital Theory provides a lens for the analysis and ensures the improvement of collaboration strategies among the actors. The theory encompasses the assumption that social collaboration is productive in nature, that is, "capital." The theory explains the various perspectives of the complex, collaborative strategies that leverage the existing capital among the actors.

The term "social capital" in this study entails the importance of the social structure to actors within the role they play in employment creation (Walker & Kogut, 1997). The instruments for addressing employment issues are organizing trust, networking, and promoting collaboration in the creation of employment opportunities. Social Capital Theory suggests that actors such as individuals, businesses, and organizations can leverage their social networks and relationships to access information, resources, and opportunities that can lead to job creation (Granovetter, 2005). For example, an entrepreneur who has a strong network of contacts and relationships can use these connections to secure funding, find suppliers, and access new markets, which can help them create jobs. Social Capital Theory also highlights the importance of trust and norms in promoting economic development and job creation as an example. According to Moskoff (2011), the Social Capital Theory brings up trust¹ within a group of actors, the networks and norms that facilitate the sharing of resources in social collaboration, and the bonds that allow the actors to act collectively. This is done based on the features of reciprocity² and trust. In fact, collaboration encourages bargaining, pluralistic politics, and compromise. Social Capital Theory provides a way in which actors share the available resources and create employment opportunities to fulfill the objectives of the National Employment Policy. The point is the structure and content of the actor's social collaborations or relations. The effect of each actor is based on the information, influence, and solidarity³ that make up the availability of actors and their responsibilities (Claridge, 2004).

To understand the tenants of the Social Capital Theory in relation to the context of employment creation, four approaches (Moskoff, 2011), are described, namely: communication, networks, institutional, and synergy. Starting with the communication approach, the theory explains that development activity is the product of sharing among organizations, clubs, civic groups, and associations. The more these groups collaborate, the more communities benefit in terms of employment opportunities. In the network view approach, this puts emphasis on the vertical and horizontal relationships among the actors in employment. It is presumed that intergroup ties can either prevent or create success in employment creation. A network is defined as a group of actors or organizations that come together around one or more with clearly defined interests to exchange information or undertake collaborative activities, and within their collaboration, the individual actor's interests are considered. An institutional view approach verifies that the existence of actors and the networks among them are products of the legal, institutional, and cultural environments. It is assumed that the capacity of collaboration between social actors and collective action depends on the standard and quality of the formal actors with whom they operate. The institutional view involves actors from both the public and private sectors in solving social problems such as the creation of employment opportunities (Garson, 2006). For example, the synergy view approach describes the extent and nature of collaboration among the actors and looks at their relationships and actions among each other. It puts emphasis on the collaborative participation among the actors and creates linkages to enhance their contribution to the creation of employment opportunities.

The Social Capital Theory suffers from its failure to address major social problems on its own. It explains many benefits associated with the collaboration of actors in development aspects. However, there are downsides to it. The theory is also subjected to cost and benefit divergence. The theory explains the synergy of actors with a defined scope, purpose, and interest in the collaboration. It is also further described that the application of Social Capital Theory is the product of cronyism⁴ involving favoring some collaborative actors that may or may not have qualifications and capabilities in doing development activities. Therefore, this tendency is associated with corruption, especially when collaboration goes along with bribes and payments of bribes. Despite the weaknesses and strengths that exist in relation to the collaborations of actors, the Social Capital Theory can be effectively applied in favour of the needs of employment

¹ According to Moskoff (2011:7), trust is the glue that makes networks. Trust among actors makes collaborative work in the creation of employment opportunities possible.

² Mutual sharing and networking in the development activities

³ Social solidarity connotes relations of trust, cooperation, and reciprocity as much as social capital might be used in place of actors.

⁴ The term cronyism in the context of this study refers to the favor that is given illegally to an actor in development to do something of benefit to the community despite their low ability and qualifications.

creation and its implications. In light of the foregoing explanations on Social Capital Theory, collaboration of actors for a common goal is the benefit of society's developmental issues such as employment creation. Capital Theory, which is generated by trust and solidarity, is the root of the actor's advancement in employment creation processes. By promoting collaboration and cooperation, Social Capital Theory can help to create new economic opportunities and improve economic outcomes, in this case, the creation of employment opportunities.

2.5 Analytical Framework

For better understanding, using the dimensions of Social Capital Theory: trust, rules, types of social interaction, resources and other networking characteristics as conceptualized by Claridge (2004), this study proposed a conceptual framework to explain the collaboration of actors in the creation of employment opportunities Figure 1.

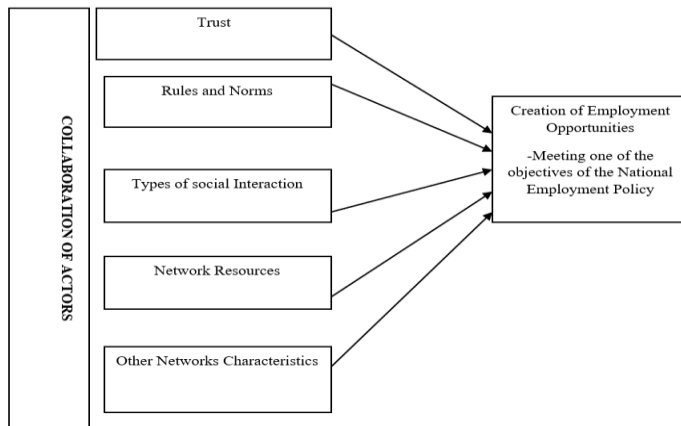


Figure 1: A research analytical framework adopted from Claridge (2004:10-12) explaining the collaboration among actors and their network in the creation of employment opportunities

The analytical framework of the research model explains that the collaboration of actors in aspects such as employment creation can take place at an individual level within informal social groups, formal organizations, the community, an ethnic group, and even at a national level (Claridge, 2004). Some literature broadens this view by including other dynamic views of collaboration among different actors, such government, private sector and non-government organization, civil society and community based organizations (Kilby, 2002). The Social Capital Theory, in the context of this study, explains the formal structure within which these actors are located and their responsibility in the creation of employment opportunities. Thus, Social Capital Theory may have similar effects on a variety of actors. This is to summarize that Social Capital Theory explains the collaboration of what is known as a group, individuals, organizations, or associations, and how these can be used in collaborative manner to achieve shared objective of the National Employment Policy which is the creation of employment opportunities (Sander, 2002).

3. MATERIALS AND METHODS

The study used a desk review of written materials. The main search engine for documented materials was the internet. The study conducted a systematic review to get the required information. The goal of a systematic review in this study was to provide a rigorous and transparent summary of the available evidence on the collaboration of actors in the implementation of the National Employment Policy in terms of the creation of employment opportunities in Tanzania. The study relied on a data set of labour information from 2000 to the present because it is from this period that the rapid structural changes that were caused by the global financial crisis increased the demand for skills, decent employment, better jobs, and investment into higher investment value-added sectors. Documents reviewed include the Tanzanian National Employment Policy (2008) and government reports, journal articles, and books. The review mainly focused on issues related to the actors' collaboration in implementing the National Employment Policy. The existing cross-country literature on the collaboration of actors in national employment policies and their

implementation made it possible for other relevant theoretical underpinnings to be considered, thus, establishing and integrating an analytical framework without distorting the original focus of the study. The study synthesized and analyzed multiple studies based on research questions. A comprehensive search of published literature was followed by a critical appraisal of the quality of the studies, and then a synthesis of the findings from the included studies was done. Thus, inclusion and exclusion criteria, search strategy, data extraction, analysis, and quality assessment criteria were also done. This was done to capture the relevant literature that could inform the discussion of the findings.

4. FINDINGS AND DISCUSSION

This part reflects the findings, discusses them, and interrogates them in the context of the collaboration of actors and the implementation of the National Employment Policy in Tanzania and the creation of employment opportunities.

4.1 Collaboration of Actors in the Creation of Employment Opportunities

Implementation of the National Employment Policy requires clarity on assessing responsibilities and specific roles for various actors. This enhances the smooth execution of the planned objectives with a clear scope of functions and accountability. The issue of employment opportunities as an aspect of the implementation of the National Employment Policy is a cross-cutting issue that involves various actors whose institutional coordination is inevitable. The actors are organized by the government as the principal agents in the microeconomic environment of rules and regulations that allow the actors to operate on employment creation. Other actors, such as the private sector, regional and local government authorities, employers' and workers' organizations, development partners, academic, training, and research institutions, civil society and financial institutions, and mass media, play a facilitative role according to their positions, interests, abilities, and responsibilities assigned by the government in the implementation of the National Employment Policy in Tanzania. As described in the National Employment Policy (2008:25) document:

"The government, in collaboration with other actors, shall work on policy harmonization for the purpose of establishing their linkages and synergies for better realization of employment creation outcomes and impacts at all levels."

From the quotation, and with the same notion from Social Capital Theory, the scholarly work demonstrates that under the concepts of social solidarity, the relationship and trust among the actors are fruitful for the creation of employment opportunities. This is relevant in the actions of actors such as the government private sector, nongovernmental organizations and civil society when show their commitment and efforts to employment creation. Beyond the government, some functions are outsourced, including, among others, expanding investment and enhancing productivity in employment-intensive sectors; maintaining industrial peace; supporting skills, values, and relevant knowledge; raising awareness and accountability; and providing crudity facilitation and determination of information to achieve national employment policy objectives. The need for collaboration among actors in the creation of employment opportunities in Tanzania is manifested by the premise that the role of the government in doing business and, hence, the creation of employment opportunities, has been reduced. This is based on the premise that the role of the public sector in socio-economic development has been lowered in reflection of the major reforms⁵ which demand the shared efforts of actors outside the government domain. In all these forms of collaboration, it can be pointed out that it is when different actors cooperate that the creation of employment opportunities can be realized in terms of proactive and responsiveness. In the current situation, the state monopoly is different from past periods of the monopoly. In this era of reformations, there has been little improvement. It is argued that

"Given the multidimensional nature of the employment challenges, the initiatives require the active collaboration of the main actors and their effective coordination by the government". (NEP, 2008:17).

Or as Aduke and Taiwo put it:

Good rapport between the public, private sector, and other actors is the main determinant for the reality of the

⁵ In the context of this paper, major reforms refer to changes in the socio-economic structure and direct government control that increase the participation of other actors. From this, Aiko et al. (2004) postulate that institutional and political economy reveal that both institutions and the interactions of various actors in the reform process are key to the successful implementation of reforms and, therefore, the progress of a country.

These can also be reflected in the implementation of the National Employment Policy and the creation of employment opportunities as one of its important targeted objectives.

partnership concept for employment creation. Cooperation among the actors helps the country overcome the challenges that hinder the attainment of the required employment opportunities (Aduke & Taiwo, 2017:180).

From the quotation, the aim of the government's sharing with other actors in implementing the National Employment Policy is to capture the potential of those actors in employment creation. However, employment opportunity deficiencies have been and are still being felt in the country. The concentration of many functions in the government structure and the inadequate collaboration of actors. It is viewed from the finding that increasing demand and smart collaboration of government functioning with other actors in the economy are significant in the creation of employment opportunities. The findings are in line with previous studies which elaborate that the actors in the framework of free-market economic policies, whereby the government is no longer the major employer, have been anticipated to become the central focus of development initiatives in developing and developed nations, and in Tanzania in particular (Fagge & Zubairu, 2014; Mmassy, 2020; Ngowi, 2008). This action has rationalized and restructured the public sector and the labor market, which have assumed a significant proportion in the implementation of the national employment policy in developing countries as well as in Tanzania. However, when there is no attainment of such, the objectives of the implementation of the National Employment Policy is also regarded as deficient. Although the cooperation of actors in employment creation has become necessary, it is of paramount importance that communication between the actors remain the crucial element, and thus the lack of effective dialogue and the discussions being held by a few on basic issues of job creation are indicators of ineffective collaboration. In the view of Social Capital Theory, the similarity with the scholarly arguments is that development activities such as the creation of employment opportunities are shared ones. The creation of employment opportunities is the effort of more than one actor. Thus, communication among the actors becomes inevitable. This is to the desired result of the National Employment Policy by considering the interest of actors in the employment sector. As it shall be shown, for adequate employment creation to be fully attained, there is a special need to intensify collaboration among actors as a strategy for employment creation in Tanzania.

4.2 Tanzania's actors' level of collaboration in the implementation of the National Employment Policy

Tanzania, like many other developing countries, continues to have deficiencies in employment creation, the coordination of actors to attain the collaboration desired, and the insufficient implementation of the National Employment Policy strategies. This is observed to be caused by the implementation of the National Employment Policy and its constraints, including both strategies and the coordination of actors involved in the implementation process. With the slight possibility of doing business, the government has a minimal role to play in producing a cognitive solution to the issue of job creation. Mainly, the government has found itself acting as the facilitator of other actors, putting emphasis on collaboration as one of the conditions of the current reforms. However, the coordination of the government and other actors seems inadequate. The required facilities that bring together the government and the actors to create the required employment opportunities, including but not limited to affordable basic infrastructure and services such as water, electricity, transport, and usual communication, limit effective coordination. This is a simple but challenging statement of the NEP (2008):13. The government sees its role as that of creating an enabling environment for employment creation in which the development actors play their expected roles. The statement contradicts the existing situation in the collaboration between the government and other actors. This is the same as Omolo's (2012:31) post, which further broadens the contradiction.

There is little synergy among the state and non-state actors whose collaboration and participation in the implementation, monitoring and evaluation of the employment policies and programmes is critical to the achievement of the stated employment goals... Little or no more effort is made to raise awareness of the collaborators' expectations.

From the quotation, it is time to begin improving employment policies and supportive legal and institutional frameworks to enhance employment creation through collaborative units. Meanwhile, the demand for actor collaboration may be seen as easier to meet, though questions remain about what kinds of mechanisms can be used to achieve the required actor collaboration. Are the existing mechanisms effective enough to ensure effective collaboration? Are the actors ready to accept the terms and conditions put together to deal with employment creation matters? If so, have they produced the intended goals in employment creation?

The reflection of these questions is on the situation of employment created and the existing challenges in employment creation initiatives. The other thing is the implementation of the National Employment Policy, and the building block of the achievement of employment creation. Since it has been difficult for the government to fulfil the demand of all Tanzanians in employment creation, then, by enhancing collaboration as the best mechanism and focusing on employment creation, the country will be in a position to minimize the inadequate employment chances. It should be noted, as a mechanism as explained by Devereux & Solomon, (2006) that the government, the private sector, non-governmental organizations, and civil society organizations should play a coordinated role in helping participants find alternative job opportunities. The scholar's observation concurs with the National Employment Policy (2008:7) statement that states: "The creation of decent employment opportunities will be made a priority agenda in the formulation and implementation of the country's development programmes undertaken by the government, private sector, civil society organizations (CSOs), and other stakeholders." The collaborative actions of the active actors in the creation of employment opportunities can be one of the mechanisms for achieving the effective creation of employment.

To support the argument, there will be efforts through government programmes and strategies that, in collaboration with actors, may be the solution to employment creation problems in Tanzania. Here, Omolo provides examples of the programmes, collaborations with actors, and their success in employment creation in Kenya. Kenya developed and launched a Medium-Term Plan (MTP) (2008-2012) and sector plan for labour, youth, and human resources development (2011-2012). Both the Medium-Term Plan (MTP) and the sector's plan contain sector-specific goals, strategic objectives, and thrusts for employment creation for Kenyans (Omolo, 2012:28). Based on their dynamism and demand, the Kenyan government purposefully collaborated with other economic actors, such as the private sector, community-based organizations, and civil society, to achieve Vision 2030. Actors' specific plans and responsibilities have been formulated to facilitate the attainment of the actual vision of 2030 and the medium-term plan, including, among others, the creation of employment opportunities. This has not been an easy task for the government of Tanzania to take into consideration. However, there is a particular need for concerted efforts by both the government and other actors to reach a common understanding in the area of job creation in terms of rules, laws and regulations. These enable the actors to see how they can get engaged and achieve the actual objectives of development programmes and policies, including the implementation of the National Employment Policy and its objectives, such as employment creation initiatives. Social Capital Theory insists on consideration of actors' interests to be a key strategy rather than concentrating on designed rules, regulations and procedures. There is a special need to have collaboration mechanisms that focus on employment creation initiatives as the joint activity for the solution to the existing challenges for employment creation.

4.3 How does the government collaborate with other actors in the creation of employment opportunities?

Ever since, the collaboration of actors in the creation of employment opportunities has remained a central policy priority for the government in Tanzania and elsewhere around the world. It is on this ground that the collaboration between the government and other actors enhances the realization of the intended goal of employment creation as one of the objectives of the National Employment Policy. The contribution of actors in employment creation as one of the conditions of collaboration can have other decisive roles in socio-economic development, including, among others, the provision of education, health, water, infrastructure maintenance, and the reduction of poverty. To attain such benefits, the government collaborates with actors by adopting proactive mechanisms to encourage synergistic collaboration in the creation of employment in Tanzania. In this regard, the government needs to establish a collaborative mechanism to capture this important role. When they are joined, the actors can broadly contribute to the creation of employment in terms of investments, services, trades, and expansions of the existing businesses, which in one way or another create employment for the growing labor force. As explained in the NEP (2008:16), the government, in collaboration with the private sector and other stakeholders, will facilitate and encourage increased investments in education and skills training programs, both in terms of quality and quantity. For instance, the public sector's efforts through its agencies to create employment have been reduced following the current reforms. That is the reason that the collaboration of other actors in the implementation of the National Employment Policy has become an important agenda item. This can be maintained by providing the proper facilities to the actors, such as a conducive environment and communication, to solve the existing employment challenges.

Based on the above argument, the practice diverges from the theory. It can be observed that in most developing countries, including Tanzania,

the collaboration of actors in development perspectives lacks the necessary requirements, including but not limited to insufficient laws, rules, and regulations, a lack of infrastructure, communication facilities, and technology that can enhance the operation of actors to create the necessary employment (Quist, 2020).

At this point, the perceived advantage of collaborating with actors in job creation is the condition of their coordination toward job creation and the associated benefits: provision of services and goods, technology transfer, advice, recommendations, poverty reduction, and ultimately contributing to overall development. There is a need to make actor collaboration more viable, as negligent sharing of information with them can undermine the government's efforts to create jobs. However, to achieve this important perspective in development, sufficient strategies, such as adequate legal and institutional frameworks, programs, and policies, have to be employed. Reviewing the strategies, there is a need to admit the reality that Tanzania, since reform programs began, has been engaged in several endeavors. These contribute to the easy and successful collaboration of actors in employment creation initiatives. Nonetheless, any strategy adopted to strengthen collaboration among actors must include viable measures ranging from policies, programs, and plans to effective dialogue in order to bring about the kind of mutual collaboration that can drive the demand for the needed employment opportunities. For example, the words that elaborate implicitly on the argument above are that:

Efficient collaboration between the government and other actors does not happen naturally. It must be instigated, shaped, and maintained with serious efforts on both sides. This indicates that actors must be aware of the benefits of collaborating with the government and undertake dedicated efforts to express their perceptions and proposals on employment creation initiatives (Partner, 2008:4).

The above quotation indicates the way forward for the journey of collaboration and the creation of employment. In addition, it is at this point that the kind of collaborators to the needed employment creation that the government may take this as a working tool for effective collaboration. This collaboration needs to be facilitated by the actor's commitment and openness via the use of dialogues, which are thought to be a necessary tool for addressing the collaboration's weaknesses. To achieve this, the government needs to reorganize its plans and programs and find out how to effectively collaborate on efforts and strategies and align them with legal and institutional frameworks. Collaboration among actors and actions taken do not guarantee success. There is a consideration of the policy concerned with employment in Tanzania, the National Employment Policy!

4.4 Why is consideration of the National Employment Policy in collaboration with actors important?

Any action on employment issues must reflect the objectives of the National Employment Policy. It is important for the actors to collaborate on the contents of the National Employment Policy, as without this, there will not be easy access to employment opportunities and other employment requirements such as labor quality, disability cases, and working conditions in the workplace, to mention but a few. Tanzania has kept on making strategies to create employment following the directives enumerated in the National Employment Policy. It has continuously acknowledged the objectives of the National Employment Policy, thus making it easier to address the challenges of employment in Tanzania. For instance, the government, in collaboration with private sector organizations, workers' associations, civil society organizations, and other actors, has created a common understanding of employment concepts by providing data and information, improving the investment climate, initiating the transformation of informal to formal, skill development, and harmonizing policy to establish linkages and synergies for better realization of employment creation outcomes (URT, 2008). The National Employment Policy objectives insist on the collaboration of actors in the implementation in order to achieve the intended outcomes. The policy has clearly defined the structure, systems, and implementation arrangements to facilitate smooth implementation of the national employment policy. The activities of the policy are many, and by observation, the government cannot embark on all of them and attain the desired goals. Thus, the role and responsibilities of other actors need to be clear. This facilitates smooth implementation of the set objectives with justifiable boundaries and adequate facilities. To achieve this, the government and actors have different roles and responsibilities. Since employment is a cross-cutting issue, the collaboration between the roles and responsibilities of different actors is of paramount importance. In this coordination, the role and responsibilities of one actor depend on the others to successfully play the role entrusted to them.

On one hand, the government has the responsibility to lay down the necessary rules, regulations, and procedures, guided by the National Employment Policy. The government also supports actors by providing a conducive environment for them to operate in that will lead to faster job creation in all spheres. The government plays the role of coordination and monitors employment in actors' activities, provides labor information, and ensures necessary infrastructures such as water, roads, and electricity are in place for the smooth operation of actors.

Partner (2008:2) explains these responsibilities and roles using similar concepts. Governments create the political and economic environment in which their countries' businesses have to operate. They are responsible for providing or ensuring the provision of a range of public services. In addition, governments legislate and regulate.

On the other hand, actors, including, among others, private sector employers' organizations, workers' associations' development partners, academic and research institutions, civil society, financial institutions, and civil society and mass media, have a decisive role and responsibilities on employment issues. The role of these actors has reduced the ability of the public sector to do much business as it has taken a leading role in creating employment to achieve the set objectives of the national employment policy. The actors take initiatives to share their roles and responsibilities with the government through dialogue and activities such as investment and projects established by the government or the private sector. Labor laws, rules, and regulations among actors are adhered to in providing labor market statistics to enrich the central labor market data. The key actors work within the stipulated rules and regulations of employment, focusing mainly on the maintenance of industrial harmony and the improvement of the working environment. They contribute to the implementation of the National Employment Policy by providing the necessary knowledge, values, and skills to meet labor market demand. These responsibilities are to facilitate the employment creation strategies and programs of the government to meet the objective of the National Employment Policy of reducing unemployment and underemployment to improve labor statistics. The actors also play a role in providing commentary on the roles and responsibilities of the government. They make the demonstration and raise awareness of the actors through lobbying and advocacy of their tasks in the creation of employment. Actors also play an important role in informing the public about trends in employment development and their implications for the future. The explanations are summarized by the NEP, 2008:37 statement, which states that the government, in collaboration with the private sector, workers' organizations, civil society organizations, and other stakeholders, will review the National Employment Promotion Services Act, 1999, to be in alignment with the implementation of the National Employment Policy, 2008.

In the above discussion, actors play a substantial role in employment creation and other associated benefits. It is proper collaboration among the actors that potentially enumerates the needed employment opportunities. This may act as a bridge to bring the actors together to share the common issue of employment creation. Furthermore, actors may share the basics of the National Employment Policy (2008) and their differences in dialogue. The achievement of this end is faced with the challenges of having different objectives, abilities of operation, and dominance of the role and responsibility by the public sector. Thus, legal and institutional arrangements that strengthen the virtue of collaboration among them enhance their understanding of this collaboration and the demands of each actor. However, the actors need to be strengthened to increase their interest and commitment to making changes to this sensitive role of employment creation.

4.5 Can actor collaboration lead to changes in employment creation?

Among the specific objectives of the National Employment Policy is to promote a common understanding of employment problems among the key actors, generate collaboration, and increase efforts towards solving employment challenges. There are a few questions that need to be asked and answered: Do the actors have a common understanding of employment challenges? Do the actors create the required employment opportunities as pointed out by the National Employment Policy? In fact, the achievements of the efforts toward collaboration and the expected results in employment seem inadequate. As previously stated, Among the strategic areas that need critical improvement is the integration between the public, private, and other actors, which has compromised the national intention and targets of promoting employment' (Nangale, 2012:10). The actors in the framework of free-market economic policies, whereby the government is no longer the major employer, have been anticipated to become the central focus of development initiatives in developing and developed nations, and in Tanzania in particular. This action has rationalized and restructured the public sector and the labor market, which

have assumed a significant proportion in the implementation of the national employment policy in developing countries as well as in Tanzania. Nevertheless, employment opportunities, which are the objective of the implementation of the National Employment Policy, have a considerable role in the reduction of poverty, play a political role, and have been a crucial component of socio-economic development.

It is further argued that:

The lack of an integrative framework, fragmentation of employment data, and a hazy institutional framework complicate policy and the monitoring of employment-based initiatives within sectors. The problem needs to be harmonized so that all responsible sectors put emphasis on employment creation and a clear distribution of roles so as to avoid conflicts and duplication of efforts (Komba, 2010:12).

From the above argument, the collaboration of actors in employment creation not only focuses on policy content but also its realistic implementation. This reflects the reality that Tanzania has had insufficient success in creating employment. From the above explanations, it can be further argued that the collaboration of the actors, though significant, has not been able to solve the challenges of creating adequate employment opportunities in all parts of the country and improving the living standards of the fast-growing labor force. This is justified by the situation of unemployment, which is high and growing rapidly, especially in urban areas and among the youth (Msigwa & Kipesha, 2013). The official unemployment rate ranged from 10.3% in 2014 to 9.7% in 2018 and is highest in Dar es Salaam among other regions, reaching 32% (NBS, 2018). According to studies, 800,000 new young job seekers enter the labor market each year, but only a fraction of them have a realistic chance of obtaining a stable job (Godius & Nyoni, 2016). With that regard, in the formal sector earnings survey (2018), it has been indicated that the public sector employment was only 32.8%, with a little increase to 32.9%, and the private sector was 44.6%, with a slight increase to 55.6% for the surveys of 2005 and 2016, respectively. The findings confirm that the actors of the economy are still involved in the creation of employment opportunities. To address all these challenges in employment, we need to open the discussion among the key actors and remind them of the prerequisite responsibilities for the implementation of the National Employment Policy and the desired outcome from them, which is the creation of adequate employment opportunities.

The problems of employment creation in Tanzania need large-scale and effective collaborative efforts. This is the revelation that Tanzania has been dampened by a deficiency in employment creation, which is the result of the growth of non-agricultural sectors, which employ fewer people than agriculture sectors. To fulfill the demands of the National Employment Policy, actors in the manufacturing sector, for example, have taken a leading role as their activities lead to productive growth that spills over into other sectors, including agriculture. The manufacturing sector has been considered important in creating opportunities for mass employment. According to the Tanzania Human Development Report (2014), the business environment policy requires efforts through policy actors, including government officials and politicians, to provide facilitative roles and support to business organizations and provide market information both locally and internationally by rationalizing licensing processes and procedures to make the tax regime business-friendly and increasing government leadership in research and development activities in entrepreneurship. The reform programs discourage the direct involvement of the government in production and employment activities where other actors have been encouraged to take a leading role. However, employment creation in Tanzania needs crucial efforts from the government in collaboration with other actors, including the private sector. The government needs to expand its scope to not only set standards, rules, regulations, and policies but also focus on how best to work with actors to attain the desired outcomes.

In this regard, the government struggles to group actors together through a set of rules. The common rules that have been established do not mean that actors may work successfully in the creation of employment opportunities. Actors have different interests, motives, orientations, and abilities. This is also in the view of Quist (2020), who argues that lumping policy actors together in a single group denies policy implementation actors the opportunity to take advantage of the different knowledge and expertise of different actors. When taken into consideration, interest and other differentiation factors improve the creation of employment opportunities for the targeted beneficiaries. Thus, the government needs to predict the likelihood of actors in specific activities that have employment potential and have regular follow-ups on the agreed objectives. Where there is a possibility, the government, through collaboration with actors, should not only be a mechanism for addressing

employment challenges but also focus on how to build the interest and commitment of actors in the creation of employment opportunities.

5. CONCLUDING REMARKS

This study assessed the collaboration of actors in the implementation of the National Employment Policy in Tanzania in terms of the creation of employment opportunities. The study concludes that the collaboration of actors in the implementation of the National Employment Policy in Tanzania in the aspect of employment creation is strangled by accidents of actors, the discrepancies and inadequacies that undermine their shared responsibilities. The viability of collaboration between the government and other actors plays a central role in each's recognition of trust, information sharing and communication, benefits, support in terms of legal frameworks, and obligations in the creation of employment opportunities. The paper suggests that in order to encourage actors to participate in employment creation initiatives, their expected role and the follow-up mechanism need to be made clear in Tanzania. Tanzania needs to continue improving communication, regulatory laws, and procedures and build trust among them in order for the actors to make a significant contribution to job creation. The government of Tanzania will need to enhance mechanisms like regular dialogues at its level to reduce the existing doubtful risks of some actors' interests and commitments. The government needs to continue working within the social structure of the actors to improve their operating environments and mobilize additional resources to finance their projects, including those related to job creation. Thus, addressing the challenges of creating employment opportunities should not be regarded as the responsibility of a specific actor but rather the concern of all development actors.

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