



By a joint TMB-SIDA mission

N Maphosa. E Manuimo. G Andersson. K-A Larsson and B Odén



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PUBLIC SERVICE TRAINING

NEEDS AND RESOURCES

IN ZIMBABWE

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P R E F A C E

The cooperation between Zimbabwe and Sweden in the field of Public Service Training started at the beginning of 1983. It has concentrated on the following main areas:

- training of trainers,
- development of training material,
- staff development of Training Management Bureau (TMB) HQ personnel,
- development of a Public Service Bulletin and Strategy for formal staff communications,
- equipment and improvement of physical facilities,
- studies in areas of special interest for the Public Service, e g co-determination, computerization of administrative routines,
- financing of the training programme for district staff (in cooperation with the Ministry of Local Government and Town Planning, MLGTP).

The recipient agency in Zimbabwe is the Training Management Bureau, TMB of the Ministry of the Public Service.

For the implementation of the Swedish input to the programme SIDA has contracted the Swedish National Institute for Civil Service Training and Development, SIPU. It is envisaged that SIDA will continue to support Public Service Training in Zimbabwe.

In order to prepare for this continuation and to give the agencies involved a broader base for decisions and programme planning, this study of Public Service Training needs and resources was made.

The intention of the study is to give an overview of the present situation as regards the Public Service Training and the development trends and issues of importance for the future of the sector.

For the benefit of Swedish readers the descriptive chapters of the structure of the public service and the present training in the public service are more detailed than would be otherwise necessary.

The study was conducted by a joint TMB - SIDA mission. Members of the mission were: Mr N Maphosa and Mr E Manuimo, TMB, Mr B Odén and Mr A Larsson, SIDA and Mr G Andersson, SIPU.

SUMMARY

This report consists of five chapters. In chapter I the structure of the public service is described in broad terms. The transformation of the public service from a law and order administration to a machinery for development of the whole nation was a primary task of the new socialist Government at independence. Changes have been introduced at all levels of Government through the creation of new ministries, reorganisation, expansion of the volume of services etc. The total number of civil servants has increased by more than 50 % between 1981 and 1984. During the same period the number of non-white officers has increased by more than 100 %.

The central Government of Zimbabwe is made up of the President, the Prime Minister, the Cabinet and 23 different ministries. The Public Service Commission is responsible for all staff matters in the civil service and the Ministry of the Public Service acts as an agency serving the Commission.

The country is divided into eight provinces, 16 urban councils, 55 rural councils and 55 district councils. A process aimed at the amalgamation of rural and district councils and the development of administrative structures at provincial, district and local levels i.e. villages and wards has started.

In chapter 2 public service training is defined. A distinction is made between pre-service and in-service training and three main types of training in the Zimbabwean context are identified: specialized technical and professional training, administrative and managerial training and rural development oriented training. The individual ministries have a direct responsibility for technical and professional training while the Public Service Commission is directly responsible for the other types of training.

Present in-service training in the public service is described in chapter 3. As the purpose of the study is primarily to cover administrative and managerial training the focus is on the activities of the Ministry of the Public Service. This ministry has two units responsible for training; the Rural Development Training Branch and the Administrative and Management Training Branch.

The Training Management Bureau, TMB, was created at independence. TMB has two branches responsible for administrative and management training and for rural development oriented training.

The Administrative and Management Training Branch consists of a small unit at the TMB head office and the Highlands National Training centre in Harare. A major task for the unit during the first years after independence was to conduct seminars and workshops for middle and senior managers in the Government.

The Highlands National Training centre runs regular courses for lower and middle level staff in administrative and managerial topics.

The Rural Development Training Branch consists of one national training centre, four provincial and two district centres. They serve as multipurpose training centres which means that the different ministries may use the facilities free of charge to run their own training programmes.

TMB also runs training programmes at the national and provincial centres. These programmes consist of various long and short courses for public servants from ministries and local government agencies. An important target group is the "frontline" workers of the ministries involved in rural development activities.

The Zimbabwe Institute of Public Administration and Management, ZIPAM was formed in 1983. It will cater for management training of middle and top level managers in the public service including the parastatals. ZIPAM has been constrained by lack of staff, finance and training facilities. It is now hoped that ZIPAM will become operational in 1985/86.

In-service training in the ministries is organised in very many ways. A few ministries have their own training units. The in-service training carried out by the ministries themselves is dominated by the need to train their own technical and professional staff. This is sometimes done in own training centres but very often the facilities are provided by the multipurpose training centres. For administrative and management training the ministries rely heavily upon the Ministry of the Public Service.

In chapter 4 an attempt is made to point out some of the development trends that determine or affect the climate in which the public service training will develop.

One important factor will be the financial situation for public service training. Today the total expenditure for public service training can be estimated at less than 1 % of total Government expenditure. The budgetary effects of even a substantial increase in expenditure for training will therefore be small.

Another factor of importance is the general policy of the Government. This has until now been characterized by determined efforts to transform the whole Government machinery which has resulted in a rapid growth of the number of public servants, increase of the volume of services and extension of services to new areas. Although the process of change will eventually slow down in future a great need of public service training exists.

Another policy area with far reaching effects on public service training is the implementation of administrative reforms at provincial, district and local levels. The present exercise focuses on organisational aspects. These organisational reforms will have to be followed by development of new administrative systems in a for planning, budgeting, accounting and staff matters.

In chapter 5, the last chapter, some major issues which need to be considered in the planning of the development of public service training are discussed.

The in-service training capacity of the Government is not able to match the training needs. The quantitative needs, which are illustrated by the growth of the number of public servants, are compounded by the high turnover of skilled civil servants going to the private sector.

The capacity to meet the need of management, training is particularly weak. It is therefore recommended that ZIPAM starts training activities at a limited scale to begin with instead of waiting for optimal resources. This would enable ZIPAM to assess training needs more accurately and develop training programmes and organisation accordingly.

The capacity for administrative and managerial training at lower and middle levels is also limited. The backlog of training at the Highlands National Training Centre is a result of this limitation. Expansion of the capacity could preferably be done by decentralization of the courses at Highlands to the provincial training centres.

This would make it possible to concentrate investments in physical facilities to multipurpose training centres. The demand for these training facilities is much higher than the capacity possible to provide at present and there seems not be any risk for overinvestment in relation to other resource requirements.

Besides expansion of physical training capacity, staffing and staff development represent major issues which need to be tackled. This also include the capability of programme development and production of training material.

TMB will have to expand its capacity for programme development and capacity to assist other ministries in all aspects of in-service training development. This will require the recruitment of additional staff to TMB and involvement of resource persons from training centres and other ministries in programme development activities.

ZIPAM could probably benefit from the development projects so far carried out by TMB and also from cooperation with the Highlands Training centre.

Although Government expenditure on in-service training is very limited in relation to total expenditure, the financial matters always are important. This has been demonstrated during the last fiscal year when cuts in the budget have forced the training centres to run below full capacity. For the future the Ministry of Finance, Economic Planning and Development, however, makes the assessment that recurrent funds will not be a constraint for full capacity utilization even when new centres are added.

The generation of recurrent costs of investments in new centres are rather limited. From a budgetary point of view the main constraint therefore seems to be the financing of construction.

1. THE STRUCTURE OF THE PUBLIC SERVICE

1.1 Introduction

At independence the new Government of Zimbabwe inherited a public service geared towards service for around 300 000 whites, administration of the UDI situation, evasion of international sanctions and enforcement of law and order among the majority of the population. The inequalities on which the society was built were reflected in the structure of the public service. The Government involvement in, for example education and health care for the majority of the population in the rural areas was weak; extension services were not developed for the african majority and a resourceful local administrative structure only existed in the white dominated urban and commercial farming areas.

To shift this type of public service into one which is development oriented on a nation-wide basis is a huge task. This task was not facilitated by rapid exodus of a number of senior and middlelevel white civil servants. The zimbabweans to replace them were often highly educated but they lacked administrative experience and training.

The transformation of the Public Service started immediately after the Independence. The Presidential Directive of May, 1980, stated that the objective was "the early creation of a balanced service fully representative of all elements of the population and with the skills appropriate to the country's needs."

So far the transformation has affected the public service in the following fields:

- * A shift has taken place from the "law and order" perspective to a national development perspective.
- * Ministries and parastatals have been reorganised or created to take care of new governmental activities on a national level.
- * The volume of services in terms of expenditure and employment in the public service has grown considerably.
- * Measures to decentralize central Government have been taken in through the creation of the post of the Provincial Governor and a provincial administration.
- * Comprehensive administrative reforms at provincial, district and local levels have been prepared and implementation has commenced.

In this chapter we will give an overview of the present structure of the public service on central, provincial, district and local level.

1.2 The central government

The central government of Zimbabwe is made up of the President, The Prime Minister, The Cabinet and 23 different Ministries. A number of Ministries have been established since independence. Among those are the Ministry of Manpower Planning and Development, now part of the Ministry of Labour, Manpower Planning and Social Welfare, the Ministry of Community Development and Women's Affairs and the Ministry of Youth, Sports and Culture.

The central government is composed of the civil service, the military, police and prison services. National utilities such as the railways, post- and telecommunications, electricity supplies and others are organised as parastatals under various ministries.

1.2.1 Staff Composition of the civil service

Altogether there are almost 88 000 posts established within the civil service. The division of these posts between the Ministries is shown in table 1.

Table 1. Authorized Establishment 1984/85

Ministry/vote	Number of posts
1 President	107
2 Parliament of Zimbabwe	131
3 Office of the Prime Minister	118
4 Cabinet Office	42
5 Public Service	888
6 Defence	2 500
7 Finance, Economic Planning and Development	2 060
8 Audit	152
9 Industry and Technology	104
10 Trade and Commerce	310
11 Agriculture	8 257
12 Mines	440
13 Transport	8 201
14 Foreign Affairs	700
15 Local Government and Town Planning	2 785
16 Lands, Resettlement and Rural Development	2 776
17 Labour, Manpower Planning and Social welfare	2 987

18 Health	15 783
19 Education	18 650
20 Youth, Sports and Culture	1 217
21 Community Development and Women's Affairs	966
22 Home Affairs	3 002
23 Justice, Legal and Parliamentary Affairs	1 411
24 Information, Posts and Telecommuni cation	400
25 Natural Resources and Tourism	2 776
26 Energy, Water Resources and Develop- ment	3 983
27 National Supplies	2 516
28 Construction and National Housing	<u>4 546</u>
Total	87 808

By far the biggest Ministries in terms of number of posts and employment are the Ministries of Education and Health. They have grown faster than any other Ministry (see table 2) and account for more than 1/3 of the total number of civil servants. The rapid growth of these two Ministries reflect the efforts to improve the services in these fields since independence.

The actual number of employees in the civil service is at present less than the number of established posts. This is due to the decision made in 1983/84 to freeze the level of employment for financial reasons. Some of the vacancies will now be filled as the freeze is being gradually lifted.

The civil service is composed of two main categories of staff: officers and employees. The division is based on the nature of work and required qualifications.

Table 2. Composition of the civil service and actual strength 1981 and 1984

	<u>1981</u>	<u>1984</u>	<u>Increase %</u>
Officers	13 918	27 024	94
(teachers/health)	(7 316)	(17 068)	133
(others)	(6 602)	(9 956)	50
Employees	42 524	56 754	33
(unskilled)	(22 699)	(32 542)	43
Total	<u>56 442</u>	<u>83 778</u>	<u>48</u>

Table 2 shows that number of officers in the civil service excluding teachers and health personnel is about 10 000 and that this group has grown with slightly more than 3 000 since 1981 or 50 %.

Among the employee group the unskilled workers represent almost 60 % of the total number 1984 and 70 % of the growth since 1981.

These figures indicate that the number of officers in the civil service is still rather limited although there has been a considerable growth since independence. More detailed figures on the composition of the civil service are given in appendix 3.

1.2.2 Organisation of Ministries

At the head of a Ministry there is a Minister who is also member of the Cabinet. Several Ministries also have Deputy Ministers. Ministers are political appointments made by the Prime Minister. There is a permanent body of civil servants.

The permanent head of each ministry is a civil ser-

vant, normally called Permanent Secretary. He is usually assisted by one or more Deputy Secretaries who in turn are supported by officers, organised in a distinctly hierarchical structure.

Large ministries are divided into different branches and departments. A Deputy Secretary is normally responsible for a department of the ministry and a department may be divided into different branches or sections, each headed by a Director or Undersecretary.

We can broadly define two types of ministries that are of special interest for this study:

- Central Ministries responsible for planning, coordination and resource allocation
- Sector-oriented Ministries of which a number are oriented towards rural development.

In the first group we find:

- the Ministry of Finance, Economic Planning and Development,
- the Ministry of the Public Service and
- the Ministry of Local Government and Town Planning. This Ministry has no coordinating role visavi other Ministries at national level. The co-ordinating role is confined to provincial, district and local administrative levels.

In the second group we find:

- the Ministry of Lands, Resettlement and Rural Development,
- the Ministry of Community Development and Women's Affairs

- the Ministry of Youth, Sports and Culture
- the Ministry of Agriculture
- the Ministry of National Resources and Tourism
- the Ministry of Health
- the Ministry of Education
- the Ministry of Construction and National Housing

1.2.3 Central Ministries

The Ministry of Finance, Economic Planning and Development is responsible for preparation and execution of the economic policy of the Government, works out economic development plans and prepares the annual budget. The Ministry is also responsible for statistical services and computer services within the Government. The majority of the employees of the Ministry belongs to the two revenue departments of taxes and customs and excise. The total staff of the Ministry is about 2 000 of which more than half are officers.

The Ministry of the Public Service has a unique role in Zimbabwe since it is directly related to the Public Service Commission. The commission consists of a chairman and four members appointed by the President on the advice of the Prime Minister.

The Public Service Commission derives its authority from the Constitution of Zimbabwe which provides that the Commission shall:

- regulate and control the general organisation of the Public Service;
- appoint persons to hold posts or grades in the Public Service;
- exercise disciplinary powers in relation to persons employed in the Public Service and to remove such persons from office;

- ensure the general well being and good administration of the Public Service and maintain it in a high state of efficiency; and
- make regulations for the purpose outlined above.

The commission may not increase expenditure of the Government through increase in salaries or increase in the number or level of posts unless the Minister of Finance, Economic Planning and Development agrees.

The prime function of the Ministry of the Public Service is to service and act as the agent for the Public Service Commission in relation to the structure and organisation of the Public Service.

To fill its functions the Ministry is organized in four branches:

- the Management services, which provides investigatory service in relation to organisation, increases and reductions of establishment, regrading of posts etc.
- the Secretariate which provides service in relation to appointments, promotions and conditions of service and staff relations;
- the Training Management Branch and the Zimbabwe Institute of Public Administration and Management which cater for and monitor the training of Public Servants.
- the Salary Services Bureau

The Ministry is also responsible for technical services in relation to salaries and pensions.

The total staff of the Ministry is about 900 of which around 300 are officers.

The Ministry of Local Government and Town Planning is parent Ministry for provincial, district and local authorities. The main task of the Ministry since independence has been to prepare for and implement administrative reforms related to provincial, district and local levels. Government grants to local authorities are channeled through the Ministry.

The Ministry headquarters has seven departments responsible for administration and finance, training and promotion, local government finance, rural and district councils, urban councils, physical planning and civil defense. The Ministry is also in charge of the District Development Fund which is financing infrastructural development at district level.

The Ministry has altogether about 2 800 employees of which 800 are officers. The staff is deployed at national, provincial and district level.

At the national level the ministry has about 100 officers and the same number of supporting staff. The provincial as well as the district administration is gradually being built up. Altogether the Ministry has about 180 officers and 80 other staff in the eight provinces. The Provincial Administrator has a coordinating role towards other Ministries represented at the provincial level. The great majority of the staff is deployed at the district level. Each of the 55 districts is headed by a District Administrator who is the most senior Government Official at District level. The District Administrator is subordinate to the Provincial Administrator but has the same role visavi the other ministries represented at the district level.

1.2.4 Sector-oriented Ministries

At independence the new Government started to redress the unequal balance between the urban and commercial farming areas and the communal farming areas populated by the african majority.

The traditional sectorial ministries of agriculture, health and education have grown at a fast rate. The Ministry of Health has now more than 3 000 health workers in the villages and the number of primary and secondary school teachers have increased from 42 900 to about 70 200 between 1981 and 1984. The majority of the school teachers are employed by the Local Authorities.

Parallell to this development the Ministry of Lands, Resettlement and Rural development, the Ministry of Community Development and Women's Affairs and the Ministry of Youth, Sports and Culture have built up an extension organisation at district level. The Ministry of Community Development and Women's Affairs also has workers operating at the village level. Together these Ministries now employs more than 1 200 extension staff at district and village level.

Provincial Administration

Zimbabwe is divided into eight provinces:

Mashonaland West, Mashonaland Central, Mashonaland East, Manicaland, Masvingo, Midlands and Matabeleland North and Matabeleland South.

Several Ministries were represented at provincial level already before independence. The new government is building up a coordination machinery at provincial level.

The eight provinces are politically headed by the Provincial Governor who is appointed by the Prime Minister. The Governor is chairman of the Provincial Council. Members of the Council are Mayors and Chairmen of District Councils, selected Councillors, one member of the ruling political party and a representative from the Provincial Assembly of Chiefs.

The most senior administrative post at provincial level is that of the Provincial Administrator who is appointed within the ranks of the Ministry of Local Government and Town Planning. His staff are drawn from the same Ministry and they are accountable to the Provincial Administrator. The Provincial Administrator is Chairman of the Provincial Development Committee, which is a committee of officials, comprising among the others.

- Heads of Ministries at Provincial level, the Chief Executive Officers of the rural/district Councils and officers from certain organisations and parastatals operating within the Province.

The main purpose of the Provincial Development Committee is to produce the Provincial Development Plan for the coordinated development of the Province. The present council and ministerial staff at provincial level is shown in appendix 4.

1.4

District administration

There are three types of Local Authorities at the district level:

a) Urban Councils b) Rural Councils c) District Councils.

The urban and rural councils are inherited from the colonial period and originally created to serve the white population in the big cities and the commercial farming areas.

The District Councils were established after independence to serve the population in the communal areas.

There are 15 Urban Councils in Zimbabwe. All Urban Councils are subdivided into wards which are represented in the Council by elected Councillors. Administratively each Urban Council is headed by a Town Clerk who under him has heads of departments and their staff. The Urban Councils generally have greater autonomy and have access to more funds than Rural and District Councils.

In addition to funds they raise from taxes, levies etc, they also receive from central government, Health, Education, and Service grants and they have access to housing, sewerage and general loans.

Historically the Rural Councils were conglomerations of European farms geographically clustered together to form a Rural Council. Together there are now 55 Rural Councils. The Rural Councils raise revenue mainly from farm dues but they also get grants from the central go-

vernment. Like the Urban Councils they have access to loans for investment in housing, sewerage and similar undertakings.

The Government has decided that the Rural Councils will be amalgamated with the District Councils and form new Rural District Councils.

There are today 53 administrative districts in Zimbabwe, and 55 District Councils made up by members from each of the wards in the district, together with specially nominated or selected members. The senior officer for a District Councils, is the District Administrator, who is employed by the Ministry of Local Government and Town Planning.

In each District there is a District Development Committee, chaired by the District Administrator. It shall be composed by all District Heads of Ministries and Departments.

The chief official, employed by the District Council, is the Senior Executive Officer. In total there are around 300 Executive Officers and 800 other administrative staff, employed by the District Councils. In addition to this, the Councils employ around 41 000 teachers and a number of nurses. The District Councils are financing their operations through revenue generated locally from fees and levies but mainly through Central Government grants. They have not yet reached a financial strength that allows them to borrow money for investment purposes.

The creation of an administrative structure to serve the development efforts at the grassroot level i.e. at village level has only started in Zimbabwe. At present villages are managed through the traditional system. A few branches of central government are represented at village level through local courts and extension staff from some Ministries. The creation of an administrative structure capable of promoting development in the rural areas is a big task the Government has just embarked upon.

According to a directive from the Prime Minister in 1984 the rural areas of Zimbabwe will be divided in administrative units at two levels under the district level: wards and villages. There are around 6 million people living in the rural areas. The lowest unit is the Village, comprising around 1 000 people. The total number of villages will therefore be around 6 000. Six villages will in turn form a Ward. Accordingly there will be around 1 000 Wards in the country, each with a population of around 6 000 people.

The adults in each Village will elect a Village Development Committee (VIDCO), of at least 6 members. Youth and Women's Mass Organisations will also elect one member each to the VIDCO. The VIDCO will be the planning and coordinating agency of all village development activities.

One of the functions of the VIDCO:s will be to run all the activities at Village Development Centres which will be created in each Village and to which social, service commercial service and training activities will be located.

At present there are two types of extension workers at village level: Village Health Workers, employed by the Ministry of Health and Home Economics Demonstrators, employed by the Ministry of Community Development and Women's Affairs. These are planned to be merged into a cadre of Village Community Workers, of which there shall be 1-2 per Village. This means that there is a need for 6 000 - 12 000 such Village Community Workers. Today there are around 3 000 Village Health Workers and 450 Home Economic Demonstrators. (See appendix 7).

Each VIDCO will be represented in the Ward Development Committee (WADCO) by its chairperson and secretary. Youth and Women's Mass Organisations will each have one representative in the WADCO which will be chaired by the District Councillor for the ward. In each area there will be one councillor per ward.

According to the plans a Ward Development Centre will be constructed, which will run courses for VIDCO and liaise with District Councils over problems affecting the villages.

It is planned to be three categories of community workers at ward level. These will be 1) Community Workers (Health Extension Team), comprising the Health Assistants and Medical Assistants employed at present. The plan is that there shall be one such Community Worker in each ward. 2) Community Workers (Agriculture) in the form of the current Agricultural Extension Workers. There shall be 1-2 of these per ward. 3) Ward Community Co-ordinators which is a new category created by merging the current Community Development Workers (Ministry of Community Development and Women's Affairs) with the Child Spacing Educators/Distributors (Ministry of Health). There shall be one such Community Co-ordinator per Ward.

These categories of Ward Community workers will be paid through the District Councils, who will receive grants from the three Ministries. However the grants will be reduced thereby increasing the financial responsibility of the local authorities.

2. PUBLIC SERVICE TRAINING

2.1 Introduction

The Ministry of Education is responsible for general education while the Ministry of Labour, Manpower Development and Social Welfare has the overall responsibility for manpower development in the whole society. This Ministry is also directly responsible for vocational training.

As an employer the Government has a direct responsibility for the development of knowledge, skills and attitudes in the public service. In Zimbabwe this task is of considerable magnitude bearing in mind the need for a complete re-orientation of the public service at independence and the subsequent rapid growth of the number of employees.

The training need among these newly recruited public servants comprise practically all areas of public activities and all categories of staff.

Within the frame of the national manpower development policy the Public Service Commission, PSC, is responsible for the public sector and its tasks are carried out by the Ministry of Public Service. In the Ministry the Training Management Bureau and the Zimbabwe Institute of Public Administration and Management are responsible for the public service training.

Although the overall responsibility for public service training rests with the PSC, each ministry has a direct responsibility for the development of its own staff and the bulk of staff training is also administered by themselves.



For the purpose of this study it is necessary to look more in detail into the concept of public service training. We will start by distinguishing between pre-service and in-service training and then separate three main types of training: specialized technical and professional training, administrative and managerial training and rural development oriented training. As conclusion the focus of the study on training conducted by the Ministry of The Public Service is highlighted.

2.2 Pre-service and in-service training

A basic manpower strategy for any employer is to recruit already trained personnel and thereby reduce costs. Most Governments facilitate this strategy by providing pre-service training through the general education system, professional and vocational institutions run by different Ministries. The Government as an employer benefits from these public services as other employers. This strategy has, however, its limitations. In many cases in-service training is needed because the knowledge and skills required are specific to a particular organisation. It therefore has to organize the training itself. Regardless of how the basic training has been organized most organizations use in-service training as a means to improve performance. The responsibility of the Public Service Commission is confined to in-service training of public servants.

2.3 Specialized technical and professional training

Although basic specialized technical and professional training normally is carried out as pre-service training a considerable portion of this type of training for the public service is conducted as in-service training. The reason is that many specializations are unique for the public sector e g police and customs or

that the specializations dominate in the public service as in e g health care and education.

The bulk of in-service training falls under this category. The training is normally administered by the individual ministries themselves but may be carried out in different ways. Some ministries have their own facilities as in the Ministry of Health and the Ministry of Education. Some conduct in-house training or use multipurpose training centres administered by the Ministry of Public Service. Sponsoring of individual officers to undertake training at domestic or foreign institutions represents another form in which this type of training is carried out.

2.4

Administrative and Managerial training

This type of training covers common core areas i e those areas in which knowledge and skills are required regardless of sector of the Government. The training content covers areas such as general administration, personnel and financial administration as well as supervision and management. This type of public service training is a direct responsibility of the Public Service Commission.

2.5

Rural development oriented training

Rural development is a primary objective of the Government. Promotion of rural development is therefore an important task for many ministries. Besides training in their own specialized fields the staff of those ministries need to be equipped with skill related to the general aspects of rural development. Training programmes with this aim have been developed by the Training Management Bureau and are now conducted at the provincial training centres.

The focus of the study

As shown in this chapter public service training is an extensive activity. The purpose of this study is not to cover all types of public service training. The focus will be on the training for which the Public Service Commission has direct responsibility i e administrative and managerial training and rural development oriented training.

3. PRESENT TRAINING IN THE PUBLIC SERVICE

3.1 Ministry of the Public Service

3.1.1 Introduction

Since independence the Ministry of Public Service has been responsible for all manpower matters pertaining to the Public Service. In-service training is the area for which the Training Management Bureau is responsible. In 1981 the Government decided to centralize Public Service Training. Following the decision the TMB not only handles administrative and management training but also general training needs related to rural development.

The Government decision of 1981 also set out a structure of training facilities at national, provincial and district level. The national and provincial centres cater for the training of public servants while the district centres are used for the training of the public. Both provincial and district centres are multipurpose i.e. the different ministries may use the centres as a common facility managed and financed by the Ministry of the Public Service.

Soon after the attainment of independence the Government decided to create a separate institute for public administration and management training. The Zimbabwe Institute for Public Administration and Management (ZIPAM) was formed in 1983.

With the creation of ZIPAM the Ministry of Public Service has two units carrying out its training responsibilities: TMB and ZIPAM.

3.1.2

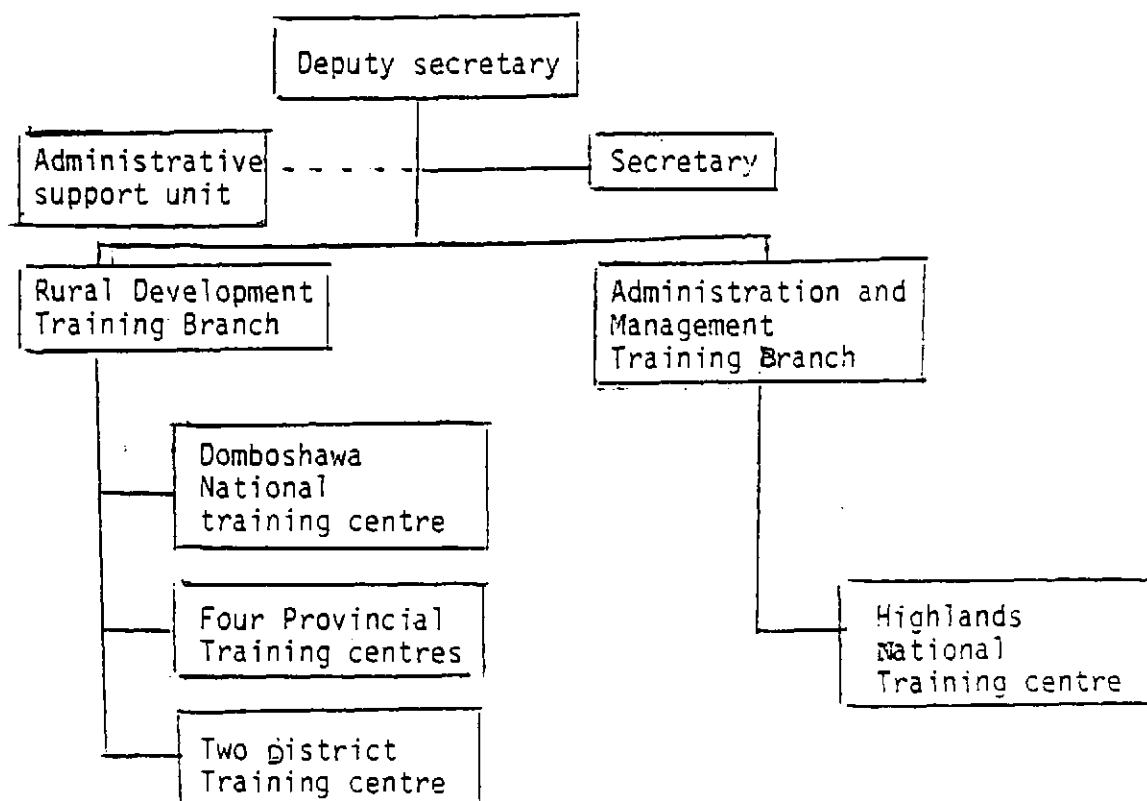
Training Management Bureau

The Training Management Bureau has the general task to promote and coordinate in-service training in the public service, provide training in common core areas of administration and management as well as in rural development, provide training facilities for the entire public service through provincial training centres and for the general public through district training centres.

The TMB is organized in two sections and an administrative support unit.

Figure 1.

Organization of TMB:



The Head of TMB is a deputy secretary reporting to the Permanent Secretary of the ministry.

The TMB headquarter is a small unit consisting of the head of the Rural Development Training Branch (under-secretary) and one assistant secretary plus the head of the Administration and Management Training Branch with four assistant secretaries. The administrative support unit which formally belongs to the Internal Management of the Ministry has two administrative officers working fulltime in the TMB. Altogether the headoffice has a strength of eleven staff including the deputy secretary and his secretary.

Administrative and accounting services for TMB is carried out by the Internal Management Section.

TMB is today running eight training centres. The Highlands National Training Centre in Harare caters for administrative and managerial training. The other centres belong to the Rural Development Training Branch. Domboshawa serves both as a national centre and as a provincial centre for the three Mashonaland provinces. Four provincial centres and two district centres have been established so far. Another two district centres will be operational later in 1985.

The staff of the training centres consist of principals, training officers and support staff. The actual strength excluding support staff is shown in Table 3.

Table 3. Established posts at TMB training centres,
March, 1985

	<u>Principal</u>	<u>V. principal</u>	<u>Training</u>	<u>Total</u>
Highlands	1		28	29
Domboshawa	1	1	15	17
Senka	1	1	4	6
Esikoveni	1	1	4	6
Alvord	1	1	4	6
Rowa	1	1	4	6
Murewea	1			1
Tuli	1			1
Toronto	<u>1</u>	<u>—</u>	<u>—</u>	<u>—</u>
	9	5	59	72

The present budget of TMB is shown in Table 4.

Table 4. TMB budget 1984/85

	1984/85
1. Salaries, wages allowances	1 774 000
2. Other expenditures	<u>824 070</u>
TOTAL	2 598 070

Administration and Management Training Branch

The Administration and Management Training Branch of the TMB consist of a small unit at the TMB head office and the Highlands National Training Centre. The unit at the head office has a staff of four assistant secretaries. Recently a Swedish volunteer has been posted at the unit.

One of the tasks of the head office unit has been to mount short courses and workshops for middle and senior managers within Government. This was a major task during the first years after independence and it is still represent a significant part of the output from the section. Table 3 shows the number of workshops conducted and number of participants and training days 1981-1984. Details on titles and target groups of the workshops are given in appendix 8.

	<u>No. of different</u> <u>workshops/topics</u>	<u>Total no.</u> <u>of workshops</u>	<u>No. of par-</u> <u>ticipants</u>	<u>Training</u> <u>days</u>
1981	2	3	68	-
1982	8	23	665	-
1983	5	7	182	1993
1984	7	17	340	3227

The unit has tried to base its training programme on an assessment of training needs. A first attempt to make a formal analysis of training needs was made in 1984 when a number of ministries were invited to take part in needs analysis workshops.

The programme carried out during the second half of 1984 was based on the recommendations of the workshops and for the first half of 1985 12 workshops have been scheduled in 8 different topics.

In order to be able to run workshops the unit require funds to hire training facilities and vehicles. The expenditures in 1983/84 amounted to Z\$ 104 000. In 1984/85 the allocation has been cut to about Z\$ 60 000.

The unit plans to develop activities to assist the ministries to carry out in-house training. It has also developed an ambitious plan to strengthen TMB's capacity in the field of training administration i e to strengthen the planning and coordinating role of TMB related to in-service training in the public service, dissemination of information through the Public Service Bulletin, production of training materials and strengthening of the links with the ministries training units.

Highlands Training Centre in Harare, previously known as the Public Service Training Centre, is a non-residential centre catering for administrative and managerial training for the lower and middle levels of Government.

Many of the courses conducted at the center are compulsory for advancement and promotion. This is the case for courses in government accounting, administration, personnel and registry.

The volume of training has increased considerably since independence, which is shown in table 5.

Table 5: No of courses, participants and training days

<u>1980 and 1984</u>	<u>1980</u>	<u>1984</u>
1. Number of courses	28	35
2. Number of participants	1 773	3 016
3. Total number of training days, excl 4-5	11 799	24 859
4. Typist testing, participants		1 552
5. Typist training, participants	20	764

Details on types of courses, duration and participants are given in appendix 9 for the years 1980-1984.

Highlands has a considerable backlog of candidates for the courses, especially in accounting and personnel administration. The demand for training is mainly caused by the expansion of the service since independence and the high turnover figures for staff who have been trained and gained some experience.

The training centre has classroom facilities which can take up to 170 trainees at any one time. The capacity can be increased to about 250 if other Government facilities are utilized in the city.

The total physical capacity for training at Highlands would therefore be between 34 000 and 50 000 training days a year, based on the assumption that 40 weeks can be used during a year. This give some room for expansion.

The main constraint for expansion is, however, lack of trainers. At present the trainers are organized in five teams, accounting, personnel, management, registry and typing trainers.

Table 6. Actual number of trainers, March 1985

	Actual number	Established posts
Accounting	5	11
Personnel	7	8
Management	2	4
Registry	3	4
Typing	<u>2</u>	<u>2</u>
	19	28

The table shows the actual number of trainers, in relation to established posts. The severe shortage in the accounting field mainly caused by the high turnover within this cadre a general shortage of qualified trainers in accounting.

Rural Development Training Branch

The Rural Development Training Branch (RDTB) was set up in 1981 following the Government decision to opt for an integrated approach to rural development oriented training and to centralize the administration and management of training facilities to the Ministry of Public Service. The decision implied that the former Community Development training Branch of the Ministry of Education was moved to the Ministry of the Public Service.

The RDTB has three main tasks:

- development and delivery of rural development orientated training programmes in common core areas for all public servants involved in rural development;
- provision of training facilities for ministries to conduct their own specialist in-service training programmes;
- provision of assistance in needs identification, monitoring and coordination of development training in the public service at provincial and district levels. The training activities of the RDTB are carried out at national, provincial and district level.

The aim is to have one provincial centre in each of the 8 provinces and a district centre in each district. Today seven centres are operational.

The national centre at Domboshawa is doubling up as a provincial centre because of the absence of provincial centres in the three Mashonaland provinces. Provincial centres are operating in Manicaland (Rowa); Midlands- (Senka); Masvingo (Alvord) and in Matabeleland South, ESikhoveni. The two district centres are situated in Murewa district in Mashonaland East, and in Gwanda district in Matabeleland South.

The training is organized as

- Branch courses i e common core courses conducted by the RDTB faculty
- Branch assisted courses i e courses conducted by other ministries but with assistance from the RDTB trainers
- Branch accomodated courses i e courses conducted by other ministries at the centres.

The national training centre at Domboshawa has a residential capacity of 325 participants at any given time. As shown in table 3 above the TMB faculty staff is 15. In addition to this group the Ministries of Agriculture, Health and Local Government(DDF) also have permanent staff at the centre.

The RDTB offers four certificate courses at Domboshawa:

The Certificate in Local Government (Finance)	12 months
The Certificate in Local Government (Administ)	12 "
The Certificate in Local Government (Education)	12 "
The Certificate in Rural Development	9 "

The target groups for the Local Government courses are executive officers from district councils. The Certificate in Rural Development on the other hand is designed for Government officers working at provincial and district levels with special emphasis on frontline workers.

Other Ministries also run a number of courses at Domboshawa. The Ministry of Health offers a three-year course for Health Assistants; The Ministry of Justice runs a twelve month primary courts course. The District Development Fund runs part-time four year courses in mechanics and a course for instructors. The Ministry of Agriculture, in addition to numerous two week refresher courses, runs an eight months pre-training course for students going to Chibero College. The Ministry of Community Development and Women's Affairs, and that of Youth, Sports and Culture use the centre extensively for their programmes.

Table 7. Courses at Domboshawa 1983/84

<u>Category of Course</u>	<u>No of courses</u>	<u>No of participants</u>
Branch Courses	11	305
Branch Assisted	2	20
Branch Accomodated	<u>141</u>	<u>3 055</u>
	154	3 380

At provincial level the RDTB - conducts short courses, workshops and seminars for all public servants operating in the provinces. The four operating provincial centres have a faculty staff of 6 officers each.

During 1982 and 1983 TMB carried out a curriculum development project involving the staff of the provincial centres. This project has resulted in four common core courses in rural development now carried out at the centres. The topics covered are rural development, project planning and management, communication and training of trainers. Each course has a duration of 2 weeks. The primary target group is the frontline workers of all ministries and district councils.

Table 8. Courses at Provincial Training Centres
1983/84

<u>Category of course</u>	<u>No of courses</u>	<u>No of Participants</u>
Branch courses	110	1 962
Branch assisted	142	2 904
Branch accomodated	<u>269</u>	<u>2 648</u>
	521	7 514

At district training centres the RDTB provides facilities for use by Ministries to train their client groups: employees of local authorities, elected representatives of local authorities and the rural public. At these centres the RDTB does not run its own training programmes. The Principals of the Centres manage the centres and advise on training matters while the individual Ministries conduct their specialist programmes. The centres are planned to have a residential capacity of 60.

Murewa District Training Centre in Mashonaland East was the first district centre to become operational. In 1983/84 94 courses with 2 118 participants were conducted at Murewa training centre. A summery of courses and participants for all training centres is given in appendix 10.

In the second half of 1984 Tuli District centre in Gwanda district, Matabeleland South started. During the fiscal year 1985/86 another two district centres will be operational. The cost for running the training centres is shown in table 9.

Table 9. Actual expenditure 1983/84 for training centres excluding Murewa district centre in Z\$.

	<u>Staff</u>	<u>Others</u>	<u>Total</u>
Domboshawa	386 601	189 054	575 655
Rowa	131 318	66 225	197 606
Alvord	157 724	77 470	235 194
eSikhoveni	137 195	74 067	211 262
Senka	<u>132 159</u>	<u>85 842</u>	<u>218 001</u>
	945 060	492 658	1 327 718

During 1983/84 the Government introduced cuts in recurrent expenditure as an economic policy measure. This also affected the training centres. The recurrent expenditure as shown in table 9 does therefore not reflect full capacity utilization. Today the required expenditure for full capacity utilization is estimated at about Z \$ 250 000-275 000 for the provincial centres. For the district centres the amount is estimated at about Z \$ 70 000 per year.

The RDTB has prepared an investment programme for construction of the remaining four provincial training centres and 53 district centres. The average investment cost for a provincial center is estimated at 4,2 million Z \$ and for a district center at 1,2 million Z\$.

3.1.3 Zimbabwe Institute of Public Administration and
Management, ZIPAM

Management development and training in pre-independent Zimbabwe was limited in scope and not very systematic. The Highlands training centre gave some management training for administrative and executive groups. There was no systematic and regular management training for senior officers in the public service.

After independence there was an urgent need to equip the new Zimbabwean managers with necessary management knowledge and skills and the Training Management Bureau mounted a series of short seminars and workshops to meet the needs.

As a long-term solution the Government in 1981 decided in principle to create the Zimbabwe Institute of Public Administration and Managment, ZIPAM. The task of ZIPAM would be to provide management training for middle and top level public servants in the whole public sector, including local government and parastatals. The long-term plan includes construction of physical facilities at Darwendale some 70 km outside Harare. When completed the institute will have a residential capacity of 200.

Fully operational it is envisaged that ZIPAM will have five departments:

- Development planning and management;
- Human resource management;
- Public Administration
- Financial Management and
- Local Government Studies.

A Director of ZIPAM was appointed in 1984. The present staff include heads of the departments of Development Planning and Management and Local Government Studies and one lecturer in the latter department.

Early 1985 ZIPAM is preparing for the fiscal year 1985/86 when it hopes to be able to start the first training activities. ZIPAM operations are constrained by a number of factors. There is an immediate need to acquire premises for the training. A suitable place has been identified in Harare which can be rented if funds are made available. Additional professional and administrative staff will have to be recruited. Professional staff have proved difficult to recruit in Zimbabwe the at present rate of remuneration. It might therefore be necessary both to embark upon a staff development programme and to fill some posts with expatriate lecturers.

It is hoped that operations will start on a small scale 1985/86. A considerable amount of programme development work has to be carried out to start with.

3.2 Other ministries

3.2.1 Introduction

In-service training carried out by the ministries themselves is dominated by the need to train own technical and professional staff. This is sometimes done at training centres or institutions managed by the ministries. Many of the ministries rely upon the facilities provided by the Ministry of the Public Service. In this section a brief account will be given of the available training facilities and resources in other ministries than the Ministry of Public Service.

3.2.2 Ministries having training institutions

As pointed out in chapter 2 training is a regular task of a number of Ministries. In some cases the task is part of the general development policy of the Government. The target group for the training is then the general public. In other cases the training is motivated by a need to cater for skilled manpower of the individual ministry. Some ministries performe both these tasks.

In appendix 11 a list is given of ministries with own training institutions.

Only three ministries have training institutions specifically created to cater for training of the general public. These are

- Ministry of Labour, Manpower Development and Social Welfare
- Ministry of Youth, Sports and Culture
- Ministry of Community Development and Women's Affair

In neither of these cases are the institutions used exclusively for training of the general public. The ministry of Local Government and Town Planning has for example made an agreement with the Harare Polytechnic to train a number of accountants this financial year.

Ministries with a big volume of training are the sectorial ministries of education, health and agriculture. The training institutions of these ministries caters mainly for basic professional training. The training is not of an in-service kind although the employment prospects for successful trainees are to be found in the respective ministry.

Other ministries with own training institutions are

- Ministry of Local Government and Town Planning,
- Ministry of Natural Resources and Tourism,
- Ministry of Transport,
- Ministry of National Supplies,
- Ministry of Finance, Economic Planning and Development.

The training institutions of these ministries are small and only geared to care for their own needs. They therefore have a very limited permanent staff and the number of persons trained each year depends on the staff requirements of the ministry.

3.2.3 Resources for in-service training

The capacity to plan and carry out in-service training varies considerably between ministries. A few ministries have training departments or units with an overall responsibility for in-service training. It is however typical to have a training unit responsible only

for a specific department within a Ministry. This is for example the case when a department runs a training institution. Some ministries have training units to cater for training of their client groups but at the same time the unit is responsible for in-service training. Some ministries have no training unit at all. The in-service training carried out in these cases is often a result of positive responses to training offers from other institutions or donor agencies.

The total resources put into in-service training is difficult to estimate accurately . Apart from the institutions listed in appendix 11 the only facilities of any capacity available to the ministries free of charge are the multipurpose training centres run by the Ministry of Public Service. Some ministries have, however, access to a lecture room or a conference room in their offices. The money used for in-service training is accounted for under different votes. No separate training vote exists which cover all expenditure for training. Expenditure on salaries for trainers, training administrators or participants can not be distinguished from salaries for other staff. Expenditure for training is also reflected as expenses for travels, stationary etc.

In absence of a cost-accounting system it is not meaningful to try to estimate the cost of in-service training. It is however safe to say that funds to pay external institutions for training services or for renting of hotel accomodation and external trainers/-lecturers are non-existent or very limited.

A look at some of the rural development oriented ministries will illustrate the general picture of in-service training given above.

Ministry of Finance, Economic Planing and Development has no central training unit for the ministry as a whole. Each department cater for its own training needs. Except for the programmes conducted by the departments of taxes and customs and excise at their training schools no regular programmes are run in the ministry.

Ministry of Local Government and Town Planning has a department for training and promotion at the headquarter with a total staff of eleven. Two training and promotion officers are stationed in each Province and four in each of the 55 Districts.

The Ministry is responsible for the training of its own staff and the staff of the local authorities. It also has the task to train provincial and district councillors. With the formation of village and ward development committees the Ministry together with the Ministry of Community Development and Women's Affairs will be involved in training of the members of these committees. The amalgamation of rural and district councils and the new act on Provincial Government will also increase the demand for training.

The Ministry liase when necessary with other ministries in training of local government staff. Ministry of Public Service runs for example courses for some cadres (see 3.1.2) and together with Ministry of Education training in education administration has been carried out.

Ministry of Health has a central training unit of 6 training officers involved in planning of in-service training. The training which covers a number of specializations is normally carried out at training in-

stitutions located at the hospitals. But TMB facilities are used whenever possible. The Ministry has developed a training programme for health service management but not yet been able to implement the programme.

Ministry of Agriculture

In the Ministry of Agriculture in-service training and extension services are carried out by the department of agricultural training and extension, AGRITEX.

The department has 2 500 employees of which more than 2 000 at district level.

A training branch within the department is responsible for training of the ministry staff. The training branch has 15 officers at headquarters and one officer in each of the eight provinces.

A comprehensive training programme is conducted comprising about 30 different courses of which 15 are obligatory.

New staff, about 150 every year is recruited from the Ministry's pre-service training institutions. Most of the in-service training is carried out at the headquarters where a training hall is available. TMB facilities are also used in the provinces.

The most severe constraint on the training is the lack of physical facilities. This is the case for the in-service training as well as for the training of farmers.

The training budget 1984/85 amounts to Z\$ 270 000. The funds are used for various purposes such as printing of material, curriculum development and sometimes food when training is carried out in the TMB training centres.

The Ministry of Lands, Resettlement and Rural Development has no training unit for its own staff. In-service training carried out does not follow any comprehensive plan but is mainly a result of accepted offers from different donors. The department of cooperative Development has, however, a training section with two training officers at headquarter and two in each province. Together with a field staff of about 200 cooperative officers the training section trains members of cooperatives. The section also takes care of its own staff development.

The Ministry of Youth, Sports and Culture has no training unit for in-service training. The Ministry send staff to TMB courses and to other suitable institutions whenever possible. Training is an important task of the Ministry and it runs 15 skills training centres conducting 2 year courses for youth.

The Ministry of Construction and National Housing has a training unit of two officers who plan, organize and conduct in-service training for administrative as well as technical staff. The training unit has a lecture room with a capacity of 10-15 participants. The unit carries out induction training and administrative training for about 100 persons a year and organizes training of apprentices, technicians and professionals at vocational training institutions and the university.

4. DEVELOPMENT TRENDS IN THE PUBLIC SERVICE

4.1 Introduction

Public Service training is in itself a dynamic factor in the development of the Public Service. Still it can't be seen in isolation from the general pattern of development. This pattern is a result of developments in many fields. In this chapter we will point out some of the development trends that determine or affect the climate in which public service training will develop.

4.2 Budgetary trends

The Zimbabwe National budget expenditure increased rapidly from Independence to 1982/83, continued to rise at a lower rate in nominal terms in 1983/84 and stagnated in nominal terms in 1984/85 (see table 10). This means that in real terms the budget expenditures stagnated in 1983/84 and declined in 1984/85. The budget revenue increased rapidly until 1982/83 and then levelled off. The budget deficit as percentage of the GDP decreased immediately after Independence but then started and rise again, as also can be seen from table 10. For 1983/84 the deficit was estimated to correspond to around 12 % of the GDP and for 1984/85 to around 10 % of the GDP.

Table 10 Central Government Finance (million Z\$)

	1979/80	1980/81	1981/82	1982/83	1983/84
Total expenditure and net lending	1,050	1,298	1,708	2,263	2,616
Recurrent expenditure	970	1,142	1,436	1,809	2,210
Capital expenditure	55	107	158	218	222
Total revenue and grants	675	1,012	1,368	1,816	1,992
Overall deficit	-375	-286	-340	-447	-625
Deficit as % of GDP	-13.1%	-8.0%	-8.2%	-9.7%	-11.9%

It could be assumed that the government is not prepared to increase the deficit as percentage of GDP. On the contrary, the policy is to narrow the deficit. In the 1984/85 budget the domestic government revenue does not cover total recurrent expenditure, which is the objective of the Ministry of Finance, Economic Planning and Development. Therefore it is reasonable to expect that total recurrent expenditure will not be allowed to increase at a higher rate than the GDP and probably at a slightly lower rate.

After a rapid increase in 1980 and 1981 the GDP declined in 1982 and 1983. The projections for 1984 pointed at a further decline. Late rains, together with favourable tobacco and cotton crops and a certain increase of the world market mineral prices limited this decline to around 1 %.

Present estimates for 1985 suggests 2-4 % growth. The preliminary growth rate to be used in the annual plan for 1985/86 is 3 %. The high debt service and lack of foreign currency for spare parts, inputs and raw material will hold back the growth, compared to the potential.

A projected average GDP growth rate for the rest of the 1980s of 3--4 % per annum is probably on the optimistic side. Such a growth rate corresponds to the estimated population growth.

The Ministry of the Public Service gets around 0,4 % of the total budget expenditure in 1984/85 Estimates of Expenditures. The development of the Ministry of the Public Service budget expenditure is shown in table 11.

Table 11 Estimates of Expedition, Ministry of Public Service
(1 000 Z \$)

	<u>1981/82</u>	<u>1982/83</u>	<u>1983/84</u>	<u>1984/85</u>
Administration and General (of which recruiting)	3379 (23)	7586 (3000)	5793 (1200)	5430 (1244)
Salary Service Bureau	652	727	861	1064
Training Management Bureau	1008	1642	1681	2601
ZIPAM	<u>-</u>	<u>-</u>	<u>-</u>	<u>221</u>
	6953	12050	10475	11735

As shown in table 11 expenditure for Public Service training only amounts to 25 % of the Ministry's total expenditure for 1984/85 which represents 0,1 % of total Government expenditure. This does however not reflect total expenditure on in-service training. The bulk of this training is carried out by the other ministries

themselves and as pointed out in chapter 3 it is not possible to give an accurate estimate of the training expenditure for the whole Government. One can however safely assume that the expenditure falls within a frame of less than 1 % of total expenditure.

The budgetary effects of even a substantial increase in expenditure for training is therefore rather small. On the other hand are the budget allocation for in-service training made up of a great number of independent decisions within and between the various ministries. Training is therefore not given any special treatment in decisions on expenditure hence training is subject to the same kind of cuts as other activities. The present budget and accounting systems do not make it possible to exercise a central control on in-service training budgets and expenditure.

4.3 General policies and trends

In chapter 1 the transformation of the Public Service since independence was briefly outlined. Here it is enough to recapitulate some of the major changes.

Just before Independence there were around 10 600 officers in the Public Service, of which around 7 200 were white. By July 1983 there were around 24 300 of which around 20 200 were occupied by africans. By July 1984 the number of established posts was around 26 900. The main expansion has taken place in the education and health sectors. Those two ministries cover almost 60 % of the total number of established posts, and around 40 % of the total number of posts. Then the main number of teachers are not included, as they are employed by the local authorities and voluntary agencies.

A decentralisation of the tasks of the Ministries to the provincial and district level is taking place. Although the administration is decentralised this does not necessarily change the balance between the central government and the local communities. On the other hand, an important decision which might change this balance, was the statement of policy and directive on the provincial governors and local government authorities in Zimbabwe, issued by the Prime Minister in 1984. This will be discussed in the next section.

The transformation of the Public Service is characterized by the increase in the volume of services, extension of services to new areas and to the whole nation and new administrative structures for service delivery.

All these changes have created and will continue to create an increased need for public service training. The backlog of people in need of such training within the central government together with the need for training of the new local cadres will probably strain the public service training capacity and demand an increase of that capacity, irrespectively of where the main responsibility for the training lies.

4.4 Administrative reforms

4.4.1 Decentralization and development of Local Authorities

The aims of the different reforms in the area of local government and local administration are:

- creation of a unified administrative structure
- creation of pre-requisites for a democratic planning process
- co-ordination of the activities of central government ministries and local authorities at different levels
- decentralization of decision making and financial responsibility.

The process of implementing these reforms has just started and will go on for a long time. Many problems can be anticipated and the need for training, technical, administrative and ideological, will be huge.

The present system is characterized by central government ministries being represented at national as well as at provincial and district level. At provincial and district levels, the majority of administrators and extension staff, are employed by the central ministries. Urban and rural councils, on the contrary, employ most of their staff. At village and ward level all staff is employed by the ministries.

At the provincial level, the Provincial Governor is expected to play a political as well as a developmental and co-ordinative role. As he has got no executive power, he will however become dependent on his staff. The Provincial Administrator will play a central role and in some respects have more power than the Provincial Governor. The Ministry of Local Government through the Provincial Administrator is supposed to play a central co-ordinating role at provincial level which might cause conflicts with other ministries. The Provincial heads of other ministries are accountable to their respective Ministry.

At district level, urban councils are in a special position, as they have a great deal of financial autonomy. The discussion on reforms is also confined to the rural areas. Here the amalgamation of rural and district councils, that is planned to start in 1985, will face several problems; one being the existing differences in salaries between employees in district and rural councils. The plan to create a unified administrative

system may not be implemented in the short run, since one prerequisite for such a total amalgamation is a common economy, which does not exist in many areas.

The role of the District Administrator is similar to that of the Provincial Administrator at provincial level. But unlike him, he is responsible for coordinating not only the activities of the ministries, but also the activities of the District Council. Conflicts may arise not only with other ministries, but also with Council and its staff.

There is a debate going on, of transferring all government employees at district level to district council employees. Central Government would thus withdraw from the district level. But the district councils capacity to generate their own financial resources will be very limited also in the years to come. So if they are going to employ all central government employees, they largely depend on grants from the ministries.

The establishment of the village and ward administration is yet at a very early stage. Members of some VIDCO:s have been elected, The process of training has started. The exercise will include 36 000 people.

According to the plans, there will be an expansion of extension workers at village-ward level, as well as coordination of extension work at the grassroot level. The Ministry of Community Development and Women's Affairs will play a central role in this process. But resources set aside for this so far are very limited. The aim is to create a new type of multi-purpose community worker which will take time.

This brief discussion of the implications of the decentralization policy and the development of local authorities gives an indication of the staff development efforts required for a successful reform. These efforts will be even more crucial in the future as the structural aspects of the reform in focus at this stage are followed by reform of administrative systems and regulations for planning, budgeting, accounting and staff matters.

5. MAJOR ISSUES AND CONCLUSIONS

Introduction

In the previous chapters we have described the structure of the public service in Zimbabwe and the present in-service training system. We have also discussed some of the development trends within the public service of importance for the public service training in the future. In this final chapter we have identified some major issues which need to be considered in planning the development of the public service training in Zimbabwe.

5.1 Training needs and training capacity

The rapid and extensive changes of the public service that have taken place since independence have increased the need for in-service training. As pointed out previously the changes have been both of a quantitative and a qualitative nature.

Figures given in chapter 1 and 4 show the quantitative aspect of the training needs within the civil service. A factor that contributes considerably to increased training needs is the high turnover of skilled civil servants. The outflow of skilled civil servants at all levels to the private sector has been substantial since independence.

If we look at the two areas of training for which the Public Service Commission is directly responsible, some observations can be made.

In the administrative and management area ZIPAM has got the responsibility to cater for the training of middle (assistant secretary and equivalent) and top level management in the whole public service i.e government, councils and parastatals.

The size of the target group in the government sector can be estimated at about 2 000 officers excluding headmasters in primary and secondary schools.

The greatest changes have taken place within this target group. Many new managers academically qualified but inexperienced have been appointed. The training needs within this group are therefore considerable.

The training programmes so far carried out by TMB have had a crash programme character. A regular management training programme does not exist today. The commencement of regular programmes by ZIPAM is therefore urgent. Given the financial and staff constraints it will, however, take some time before ZIPAM will be able to offer a more comprehensive training programme covering the many specialized fields it is supposed to cover.

It is recommended that ZIPAM starts training activities initially at a more limited scale and gradually increases and improves its output, instead of waiting for ideal premises to be constructed and the number of staff necessary for a fullfledged institute, in accordance with the original plans.

This will enable ZIPAM to assess more accurately the actual needs and the effective demand for its services. The growth of ZIPAM faculty and programme development can also be adjusted according to experience gained. The size and heterogeneity of the ZIPAM target group suggest that the requirements of physical facilities are more limited than assumed in the construction plans for the institute outside Harare.

Administrative and management training for the lower cadres is catered for through the Highlands National training centre. This is the only training centre specialized in civil service administration. The target group can be estimated at about 8 500 people. (See appendix 12).

The training centre is physically almost fully utilized today. The training staff constraint does not, however, allow an increase of the number of courses or participants in spite of the fact that there is a considerable backlog of candidates on, especially the courses required for advancement i.e administration, accounting and personnel management. The backlog is a result of rapid expansion of the service in combination with a high turnover rate.

The rapid expansion of the public service is, however, on the decline. It is therefore reasonable to assume that the backlog will be gradually reduced. This might be a slow process depending on the development of the turnover rate within the civil service.

There are two ways to expand the training capacity. One way would be, as has been suggested, to expand the physical facilities by constructing a new centre in Bulawayo where there is a large concentration of civil servants. Another way would be to decentralize some of the courses to provincial centres. This would require development and standardisation of training material. Regardless of the approach chosen a constraint will be the non-availability of trainers. The latter solution has the advantage that available funds for investment can be used for expanding the provincial centres. Another factor favouring the latter solution is that

most likely the turnover rate will decrease after some time and this will have an immediate positive effect on the backlog.

Any increase of TMB courses at the provincial training centres negatively affect other ministries possibilities to utilize them as long as the present excess demand for these facilities prevails.

The rural development oriented training carried out by TMB at the provincial training centres has recently started. It is therefore reasonable to assume that the present course structure will be revised and developed. How this will affect the requirements of training facilities is impossible to predict. The Government policy on integrated rural development and the rapid ongoing development at the district and grassroot level suggest that the demand for training will increase. The target group for the TMB training is the extension staff of ministries, provinces and districts. This group can be estimated at about 7 - 8 000 people. (See appendix 4-7). At present the training needs of this group are not adequately met because of financial, manpower and space constraints.

The policy to provide training facilities through the Ministry of Public Service for other ministries creates an arrangement to use scarce resources in an optimal way. A prerequisite is, however, that the common facilities provide services which enables the clients to reach their objectives. Otherwise costs may occur that outweighs the positive effects.

According to the present plans one provincial centre will be constructed in each province and one district centre in each district. The target group for the provincial centres consists of all public servants in the

province. The district centres are intended for training of the general public.

It is quite clear that at the provincial level these plans do not involve much risk to create excess capacity of training facilities in relation to the effective demand from the user ministries. This has been verified by all ministries consulted during this study. The centres represent, as shown in chapter 3, a scarce resource in the country as very few ministries have any training facilities of their own for short term in-service training.

5.2 Resource development

The development of the in-service training will require determined efforts to improve the physical infrastructure and the capacity to deliver effective training programmes. This will require more professional trainers and hence continued staff development efforts.

5.2.1 Physical infrastructure

The policy of running multipurpose training centres under one ministry is rational from a national point of view. The strong demand for the available facilities from the user ministries makes it necessary to expand capacity. Otherwise there is a risk that individual ministries will see no point in the present policy and therefore try to acquire facilities of their own and thereby incur higher costs for the Government than necessary.

The most urgent need today seems to be to expand the number of provincial centres and to renovate the dormitories at Domboshawa National Training Centre.

5.2.2 Staffing and staff development

Development of the in-service training will require expansion of the training officer cadres. As well trained and experienced training officers can't be recruited at the open market, it is necessary to run training of trainers programmes as in-service training.

TMB has developed such programmes and will in the future be able to serve other ministries in this field.

The need to develop capability of programme development writing and production of training material are other fields in which efforts have to be made. TMB will have to expand its capacity for own programme development and its capacity to assist other ministries.

The main constraint today is the lack of staff at the TMB. The present staff is caught in the trap of both being required to launch training programmes for other ministries and at the same time have to carry out various development projects.

In order to increase the programme development capacity it is necessary to involve resource persons from other parts of TMB i.e. the training centres and from other ministries. A good example of programme development so far carried out is the development of the rural development programme at TMB. This project involved many of the training officers now responsible for implementation.

Within the administrative and management field the development capacity is particularly weak as regards the middle and top-level training. This situation will be remedied to some extent if ZIPAM starts its courses as envisaged in the coming year. ZIPAM could probably benefit a lot from the development projects carried out so far by TMB and also from training already carried out by the Highlands Training Centre.

5.3 Organisational matters

The previous description of the present training within the public service has shown that the administration of in-service training differ considerably between ministries. Some ministries have strong training departments while others lack even a part time training administrator. There is a need to analyse these matters further in order to find out the most appropriate way of handling in-service training. This need coincides with the need for TMB as a central agency responsible for in-service training to build up a network of contacts with other ministries.

TMB must strengthen its contacts with the ministries in order to carry out its coordinative role in respect of inservice training systems.

5.4 Financial matters

5.4.1 Present recurrent budget situation

During budget year 1984/85 the Provincial and District Training Centres of TMB were run substantially below full capacity, mainly because of lack of budget funds for recurrent costs. The necessary increase of budget funds to use the full capacity of the centres is estimated at around 300 000 Z dollars.

This situation has been met partly by the ministries and other institutions using the training centre facilities by bringing their own food and paying for the travel expenses of the participants. This has to some extent enabled ministries to use facilities in the face of the budgetary constraints.

Some ministries have a special subvote for training in their budget. In most cases the vote is small. Other ministries do not have any money allocated for training. In some of those ministries other subvotes are used to cover training activities, i e travel allowances, printing and stationary and miscellaneous.

According to information from the Ministry of Finance, Economic Planning and Development, during 1985/86 recurrent funds will not be a constraint to the full utilization of the existing TMB training centres, Therefore it will probably not be necessary for the different ministries to provide resources to those centres.

With the present backlog of public service training and taking into consideration the small share of public service training in the total budget it is reasonable to assume that the recurrent funds for training during the next few years will increase at a higher rate than total budget expenditure.

5.4.2 Investment and recurrent cost generation

TMB estimates the investment cost of the newly established Senka Provincial Training Centre at about 4,5 million Z\$ and the cost of a proposed District Training Centre in Matabeleland-North at about 1,2 million Z\$. The cost of the recently constructed Thuli district centre was 1,2 million Z\$.

We assume that the cost in real terms for new training centers will be at about those levels. Investment costs for the four Provincial Training Centres necessary to achieve the target of one centre per province would then be around 18,0 million Z\$. To fulfill the target of one district centre per district will demand a total investment cost of more than 80 million Z\$.

According to the Ministry of Finance, Economic Planning and Development the recurrent costs, resulting from the construction of a new training centre are small compared to the benefit of such a centre. From the budgetary point of view, therefore the main constraint seems to be the financing of the construction.

Other recurrent cost increases under the budget of the Ministry for the Public Service will be incurred when ZIPAM starts giving courses and as a result of an envisaged gradual increase of the TMB and other staff in the Ministry.

The original cost of building ZIPAM was estimated at around 35 million Z dollars. This figure has probably increased substantially since then. ZIPAM has an offer to rent premises in Harare. Without discussing the level of the suggested rent, it is highly recommended at the present stage to rent premises.

It is recommended that ZIPAM should start offering training without having to wait for a long period until the construction of the institute because of difficulties associated with securing financing a big investment. As pointed out above it is doubtful whether the training needs of the ZIPAM target group require facilities of the planned capacity.

5.4.3

Different methods to finance the training centres

Given the policy of the Government which makes TMB responsible for multi-purpose training centres for general management and administrative training as well as rural development oriented general training, there are two alternative ways of financing this activity. One is the one presently used, that is to finance the activity via the budget vote of the TMB. Another is to keep TMB responsible for the running of the centres, but letting the user ministries and institutions pay for the services. With this system budgetary votes for training would be allocated to each ministry. The ministries themselves would then make priorities on where to conduct their training.

However, there are a number of arguments against introducing such a system at present. Firstly it is more complicated from an accounting and day-today-handling point of view. Secondly many of the TMB courses are compulsory for the public service staff to get promotion and thirdly the demand for training is so great that it would not be feasible to introduce fees.

Although it might be pre-mature to introduce a system, where the users are charged for the TMB courses, an analyses of the pros and cons of such a system with a view to introduce it if circumstances permit at a later stage, should be carried out.

S I D A
Education Division
Dyrssen

DRAFT

1985-02-18

1.ZIM.62.2

TERMS OF REFERENCE

FOR A

STUDY OF PUBLIC SERVICE TRAINING NEEDS AND RESOURCES IN ZIMBABWE

1. Background

The cooperation between Zimbabwe and Sweden in the field of Public Service Training started in the beginning of 1983. It has been concentrated to the following main areas:

- training of trainers,
- development of training material,
- staff development of Training Management Bureau (TMB) HQ personnel,
- development of a Public Service Bulletin and Strategy for formal staff communications,
- equipment and improvement of physical facilities,
- studies in areas of special interest for the Public Service, e.g. co-determination, computerization of administrative routines,
- financing of training programme for district staff (in cooperation with the Ministry of Local Government and Town Planning, MLGTP).

The recipient agency in Zimbabwe is the Training Management Bureau, TMB of the Ministry of Public Service.

For the implementation of the Swedish input to the programme SIDA has contracted the Swedish National Institute for Civil Service Training and Development, SIPU.

Both TMB, SIPU and SIDA feel that the cooperation has been successful so far. It is envisaged that SIDA will continue to support Public Service Training in Zimbabwe. In order to prepare for this continuation and to give the agencies involved a broader base for decisions and programme planning, it is suggested that a study of Public Service Training needs and resources be made in March 1985. If possible, the study should be made by a joint Zimbabwean-Swedish team.

2. Objectives

The objectives of the study are:

- to make an assessment of the needs for in-service training of Zimbabwean staff in management and administration, in particular in fields related to rural development; and
- to make an inventory of existing resources for such training.

3. Areas to be covered

The team should:

1. As a background describe the present Government structure at central, regional and local level. A description should be made in broad terms of numbers and categories of staff at the three levels.
2. Within the framework of the planned Public Service Reform, identify trends and major issues of the Public Service that affect the future needs for training. Examples of such trends could be planned computerization of administrative routines, development of co-determination etc. The identification could be made through interviews with key officials in the Public Service.
3. Indicate, through discussions with the ministries concerned, main broad training areas and issues that will have to be addressed as a result of these ministries' respective plans and programmes for rural development.

4. Describe, in relation to 2 and 3 above, ongoing and planned training programmes within the Ministry of Public Service and the operational ministries. It should include:

- training offered by TMB,
- training offered by ministries for their own staff on a regular, project-related or ad hoc-basis,
- training sponsored at other institutions inside or outside Zimbabwe.

5. Describe resources within Ministries concerned in terms of:

- numbers and experience of training officers or training units,
- funds for training available under the regular Government budget,
- physical facilities for training.

Emphasis should be given to:

- comprehensive description of TMB's organization and staff,
- budget for TMB and its different units,
- physical facilities for training.

4. Team members

The team should consist of two SIDA-officials, one Swedish consultant and one official from TMB.

5. Time Schedule

The work should be undertaken in Zimbabwe during the period March 18-29, 1985. This does not include time for preparatory work and final report writing.

6. Reporting

A summary of main findings should be ready before the Swedish members of the team leave Zimbabwe.

A draft final report in English should be submitted to TMB and SIDA not later than April 17, 1985.

MINISTRIES AND INSTITUTION VISITED

<u>MINISTRY</u>	<u>OFFICIALS</u>
Public Service	Mr N K Mawande, Secretary Mr T L M Mugore, Deputy Secretary Mr N Maphosa, Undersecretary Mr T Mupfumira, Undersecretary Mr T Fleming, Principal, Highlands Mr R Shora, Principal, Rowa Mr E L Manyimo, Ass Secretary
Zipam	Dr J Gapara Dr E Chiviya Dr I Cormack
Lands, Resettlement and Rural Development	Mr Chengu, Deputy Secretary Mr Moyo Mr Mathema Mr Matanyaire
Local Government and Town Planning	Mr T G Moyo Mr C Katiza Mr Taylor
Finance Economic Planning	Mr Dhlembeu, Deputy Secretary Mr Nyati Mr Nyamatore
Agriculture (Agritex)	Mr T Mutimba, Acting Chief Mr O Ford Mr M Terera
Labour, Manpower Planning and Social Welfare	Mr Munetsi, Director Vocational and Technical Training

MINISTRYOFFICIALS

Youth, Sport and
Culture

Mr R R T Mbwere, Deputy Secretary
Mr Mtukwa
Mr S Chifumyise
Mr Waniwa, Principal, Magamba Skills
Centre

Construction and
National Housing

Mr E Manjoro
Miss U Patel

Natural Resources
and Tourism

Dr Mbengo, Deputy Secretary
Mr D Peacock
Mr T B Maquire
Mr Bibi
Mr W Makanbe

Community Development
and Women's Affairs

Mr L Mapfumo, Principal Training
Officer

Health

Miss L Mugwagwa, Ass Secretary

COMPOSITION OF THE SERVICE

	1981 (July)	1984 (Nov)				
	TOTAL	TOTAL	INCREASE	%	INCREASE NON-WHITE	%
<u>OFFICERS</u>						
Adm. open	514	1 208	694	135	784	153
Adm. closed	875	1 162	287	33	615	70
Professional	1 193	1 478	285	24	560	47
Technical	1 030	1396	366	36	616	60
Departmental	1 986	3 624	1 638	82	2 226	112
Health	1 103	3 428	2 325	211	2 442	221
Teaching	6 213	13 640	7 427	120	7 755	125
Clerical/ Executive	<u>1 004</u>	<u>1 088</u>	<u>84</u>	<u>8</u>	<u>412</u>	<u>41</u>
TOTAL	13 918	27 024	13 106	94 %	15 410	111 %
<u>EMPLOYEES</u>						
Employee I	11 066	9 799	- 1 267	- 11	1 185	11
Employee II	8 759	11 647	2 888	33	2 889	33
Employee III	22 699	32 542	9 843	43	9 845	43
OTHERS	<u>-</u>	<u>2 741</u>	<u>2 741</u>		<u>1 386</u>	
TOTAL	42 524	56 754	14 230	33 %	15 444	36 %
GRAND TOTAL	56 442	83 778	27 336	48 %	30 854	55 %

Source: Ministry of the Public Service

<u>STAFF AT PROVINCIAL LEVEL</u>		<u>NUMBER</u>
1.	Provincial Councils	210
2.	Ministry of Local Government and Town Planning	
	- Provincial Administrators	8
	- Senior Administrative Officers	40
	- Provincial Local Gov. Promotion Officers	8
	- Provincial Local Gov. Training Officers	8
	- Other staff	150
	- Provincial Planning Officers	<u>5</u>
		219
3.	Ministry of Youth, Sport and Culture	
	- YSC Officers	80
	- Other staff	<u>50</u>
		130
4.	Ministry of Community Development and Women's Affairs	
	- Provincial Community Development Officers	8
	- Training Officers	8
	- Projects Officers	8
	- Other staff	<u>64</u>
		88
5.	Ministry of Lands, Resettlement and Rural Development	
	- Provincial Cooperation Officers	8
6.	Ministry of Agriculture	
	- Provincial Administrative Extension Officers	8
	- Extension Specialist	<u>70</u>
		78
7.	Ministry of Health	
	- Provincial Medical Directors	8
	- Provincial Health Service Administrators	8
	- Health Inspectors	<u>48</u>
		64
<u>Total</u>		<u>797</u>

Source: Ministry of Local Government and Town Planning

DISTRICT COUNCIL STAFF

	<u>Number</u>	
I. ADMINISTRATIVE/EXECUTIVE		
Senior Executive Officer	55	
Executive Officer	165	
Ass Executive Officer	66	
Adm Clerk	110	
Clerk/Typist	165	
Office Orderlies	165	
Driver	110	
General hands	<u>220</u>	1 056
II. NURSES*		
Qualified	323	
Unqualified	<u>990</u>	1 313
III. TEACHERS**		
Primary school	36 200	
Secondary	<u>5 300</u>	<u>41 500</u>
GRAND TOTAL		<u>43 869</u>

* For six provinces

** Includes approx 4.000 headmaster

Source: Ministry of Local Government and Town Planning

MINISTERIAL STAFF AT DISTRICT LEVEL

1. Ministry of Loc. Gov. and Town Planning:

- District Administrators	55
- Senior Administrative Officers	150
- Local Government Promotion Officers	260
- Primary Development Officers	70
- Executive Officers	60
- Clerks etc	450
- District Assistants	1 000
- Other staff	<u>200</u>
	2 235

2. Min. of Community Dev. and Women's Affairs:

- District Community Development Workers	56
- District Literacy Co-ordinators	110
- Other staff	<u>100</u>
	266

3. Ministry of Health:

- Health Assistants	360
- Medical Assistants	
- Nurses, community health	100
- Health Orderlies	<u>120</u>
	580

4. Ministry of Youth, Sport and Culture:

- Youth, Sport and Culture Officers	300
- Other staff	<u>300</u>
	600

5. Ministry of Lands, Resettlement and Rural Development:

- Land Resettlement Officers	70
- Co-operative officers	75
- Development Assistants	450
- Co-operative Assistants	230
- Field Orderlies	160
- General Hands	<u>500</u>
	1 485

6. Ministry of Agriculture (Agritex):

- Administrative Executive Officers	52
- Extension Officers	140
- Extension Supervisors	270
- Extension Assistants	1 400
- Field Orderlies	<u>210</u>
	2 082

7. Ministry of Labour, Manpower Planning and Social Welfare:

- Industrial Relations Officers	95
- Employment Officers	65
- Social Welfare Officers	140
- Other	<u> </u>
	300

8. Ministry of Natural Resources, and Tourism:

- Land Inspectors	130
- Other staff	<u>370</u>
	500

Total 8 048

Source: Compiled from various sources

Ministerial staff at Village and Ward level

1. Ministry of Health:

- Village Health Workers	3 000
--------------------------	-------

2. Ministry of Community Development
and Women's Affairs:

- Community Development Workers	450
- Home Economics Demonstrators (part-time)	500

3. Ministry of Justice:

- Village Court Presiding Officers	350
- Messangers of Village Court	<u>1 350</u>
	5 650

Source: Compiled from various sources

TRAINING MANAGEMENT BUREAU
ADMINISTRATION AND MANAGEMENT TRAINING BRANCH

Title of Workshop	Target Group	Year	No of workshops	No of participants	Length of workshop	Training days
Public Administration and Management	Senior Managers	1981	1	30		
Development training	Training Officers Ass Secretaries Undersecretaries	1981	2	38		
Conditions of Service	Executive Officers Senior Adm Officers and equivalent	1982	2	60		
Duties of Telephonist/ Receptionist	Telephonist/ Receptionist	1982	10	290		
Administration and Management	Provincial and District Nursing Officers	1982	2	60		
Project Planning	Project Planning Directors	1982	1	25		
Youth Guidance and Counselling	Youth Officers	1982	1	30		
Management	Financial and Personnel Managers	1982	2	60		
Administration and Management	Ass Secretaries	1982	4	120		
Registry & Management	Immigration Officers	1982	1	20		

Title of Workshop	Target Group	Year	No of workshops	No of participants	Length of workshop	Training days	
Project Planning	Project Planning Directors	1983	1	25	14	350	
Training of Trainers	Senior Trainers	1983	2	55	14	770	
Administration and Management	Nursing Administrators/Matrons	1983	2	36	14	504	
Development Administration	Senior Executive Officers	1983	1	21	14	294	
Communication Skills	Training and Chief Planning Officers	1983	1	25	3	<u>75</u>	1.993
Training of Trainers	Trainers	1984	1	25	14	350	
Recruiting and Hiring	Staffing Officers	1984	2	51	3	153	
Development Administrators	Senior Administration Officers	1984	2	43	14	602	
Communication and Report Writing	Field Officers	1984	1	30	14	420	
Economic Planning	Planning Officers	1984	1	13	14	182	
Computer Appreciation	Senior Managers	1984	2	52	3	156	
Financial Management	Financial Managers	1984	5	100	10	1.000	
Training of Trainers	Training Officers	1984	1	26	14	<u>364</u>	3.227

HIGHLANDS NATIONAL TRAINING CENTRE
COURSES AND NO OF PARTICIPANTS

<u>COURSE</u>	<u>Duration (days)</u>	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>
Accounting I	15	220	218	314	438	392
Accounting II	10	91	101	130	198	192
Accounting III	10	16	12	28	47	73
Cost Accounting	15	7	-	-	-	-
Accounting SAO/SEO	-	-	-	-	46	12
Administration I	10	37	94	106	170	189
Administration II	5	21	59	89	122	198
Administration III	-	16	-	-	-	-
Audio Visual Aids	5	-	-	-	-	53
Clerical	10	102	179	181	198	199
Diploma in Nursing Administration:						
Introductory	3	12	7	20	8	51
Accounting	5	12	1	20	8	10
Management	5	12	7	20	8	10
Personnel	10	12	7	20	8	10
Income Tax (Cadet Ass)		18	-	-	-	-
Introducor	3	421	448	495	452	302
Interviewing	5	20	23	-	12	39
Legislation	5	-	-	19	33	28
Management	5	25	-	-	57	46
Management: Supervisory	5	-	33	86	91	51
Management: First Line Supervisory	5	-	-	16	180	108
Personnel I	15	101	119	154	198	188
Personnel II	10	42	49	61	85	107
Personnel III	10	7	9	44		42
Personnel IV	10	-	-	-	9	17
Personnel Module	3	-	-	-	7	8
Compilation of Sub-Head "A"	15	-	-	-	-	17

<u>COURSE</u>	<u>Duration (days)</u>	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>
Public Speaking	5	6	10	-	35	24
Registry:						
Introductory	1	161	245	180	100	60
Procedures	4	170	226	332	259	233
Classifiers	10	57	72	98	148	191
Registry (Closed Field)	15	-	-	-	32	-
Training of Trainers	10	10	-	16	45	-
Special Courses		117	50	410	545	166
TOTAL	1.556	1.773	1.975	2.844	3.543	3.016
Typist:						
Testing		-	234	1.230	1.437	1.552
Course		20	-	503	458	446
Upgrading		-	-	13	301	318
GRAND TOTAL	1.556	1.793	2.209	4.590	5.739	5.332

TRAINING MANAGEMENT BUREAU, RURAL DEVELOPMENT TRAINING BRANCH 1983/84

CATEGORIES OF COURSES AND PARTICIPANTS BY INSTITUTION

	DOMBOSHAWA		ESIKHOVENI		SENKA		ROWA		ALVORD		MUREWA		TOTALS	
	C*	P*	C	P	C	P	C	P	C	P	C	P	C	P
Branch Courses	11	305	31	549	34	758	12	199	33	456	-	-	121	2 267
Branch Assisted	2	20	44	907	62	1 310	31	533	10	154	-	-	149	2 924
Branch Accommodated	141	3 055	1	8	9	257	67	1 243	45	1 140	94	2 118	357	7 821
TOTALS	154	3 380	76	1 464	105	2 325	110	1 975	88	1 750	94	2 118	627	13 012

*P = Participants

C = Courses

SPECIALIZED TECHNICAL AND PROFESSIONAL TRAINING
INSTITUTIONS

1. INSTITUTIONS TRAINING THE GENERAL PUBLIC

Ministry of labour, manpower development and social
welfare

1. Harare Polytechnic
2. Technical Colleges in Bulawayo, Kwekwe, Gweru and
Mutave
3. Vocational Technical Development Centres in Msasa
and Westgate

The institutions offer diploma and certificate
courses in business administration, engineering and
various trades

4. Management Training Bureau is created to cater
for short term training in private companies and
parastatals. The MTB operates on a very limited
scale due to lack of staff and funds.

Ministry of youth, sports and culture

1. The Ministry runs 15 skills training centres for
youth

Ministry of community development and womens affairs

1. Jamaica Inn. National training centre, Harare.
2. Provincial training centre, Masvingo

The centres cater for training of rural women and offer courses in nutrition, dressmaking, income-generating small scale projects.

II SECTORIAL PRE-SERVICE INSTITUTIONS

Ministry of education

1. Eleven Colleges offering primary teachers certificate courses
2. Three Colleges offering secondary teachers certificate courses

Ministry of Health

1. Nursing training schools in
 - United Bulawayo Hospitals and Mpilo Central Hospital
 - Parirenyatwa Hospital and Harare Central Hospital
2. Post Basic Courses for nurses in various specialities at the nursing training schools
3. Medical Assistants training at four hospitals, Marondera, Kwekwe, Gweru and Chitungwiza

Ministry of Agriculture

1. National Diploma in Agriculture at Chibero and Gwebi Colleges of Agriculture Entry Qualification: O-level
- Duration: 2 years

2. National Certificate in Agriculture at

- Mlazu Agricultural Institute
- Esigodini Agricultural Institute
- Kushinga Phinkelela Agricultural Institute
- Rio Tinto Agricultural Institute

Entry Qualification: 2-years post primary education

Duration: 3 years education

III

SPECIALIZED IN-SERVICE INSTITUTIONS

Ministry of Local Government and town planning

1. The District Development Fund (DDF) runs training centres in each province for basic technical training

Ministry of natural resources and tourism

1. Zimbabwe College of Forestry in Mutare offers
 - a one year certificate course and
 - a two year diploma course
2. Natural Resources College offers a two year diploma course in wild-life and protected area management.

Ministry of Transport

1. Meteorological Training School offers in-service courses for assistants, officers and forecasters.
2. Air Traffic Control Training Centre offers basic and refresher in-service courses.

3. National Railway Training College in Bulawayo offers training in railway engineering and maintenance.

Ministry of Finance, Economic Planning and Development

Two of the Ministry's departments have their own training institutions.

1. Department of Customs and Excise runs a training school at the Highlands Training Centre for its' own staff.
2. Department of Taxes runs a training school located within the department itself.

ESTIMATION OF THE SIZE OF THE TARGET GROUP FOR
ADMINISTRATIVE AND MANAGERIAL TRAINING

<u>CIVIL SERVICE</u>	<u>Lower level</u>			<u>Middle and top level</u>	
	<u>Total</u>	<u>%</u>	<u>Number</u>	<u>%</u>	<u>Number</u>
Administrative	2 370	70	1 660	30	700
Professional	1 478	-	-	75	1 100
Technical	1 396	3	40	20	280
Departmental	3 624	5	180	2	70
Clerical/Executive	1 088	100	1 088	10	100
Employee I	9 799	50	4 900		
Employee II	11 647	5	600		
 TOTAL	 31 402		 8 468		 2 250
 District Councils	 1 060	 90	 950	 10	 100

The Education Division at SIDA initiates and implements a large number of studies regarding education and training, especially in SIDA's programme countries.

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