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**TRAINING FOR  
PUBLIC SERVICE**

**An Evaluation of Sweden's Co-operation with Zimbabwe  
in Public Service Training 1982 – 1986**



**By Astrid Dufborg, Merrick Jones, Elisabeth Lewin**



The views and interpretations expressed in this report are those of the author and should not be attributed to the Swedish International Development Authority, SIDA.

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# Training for Public Service

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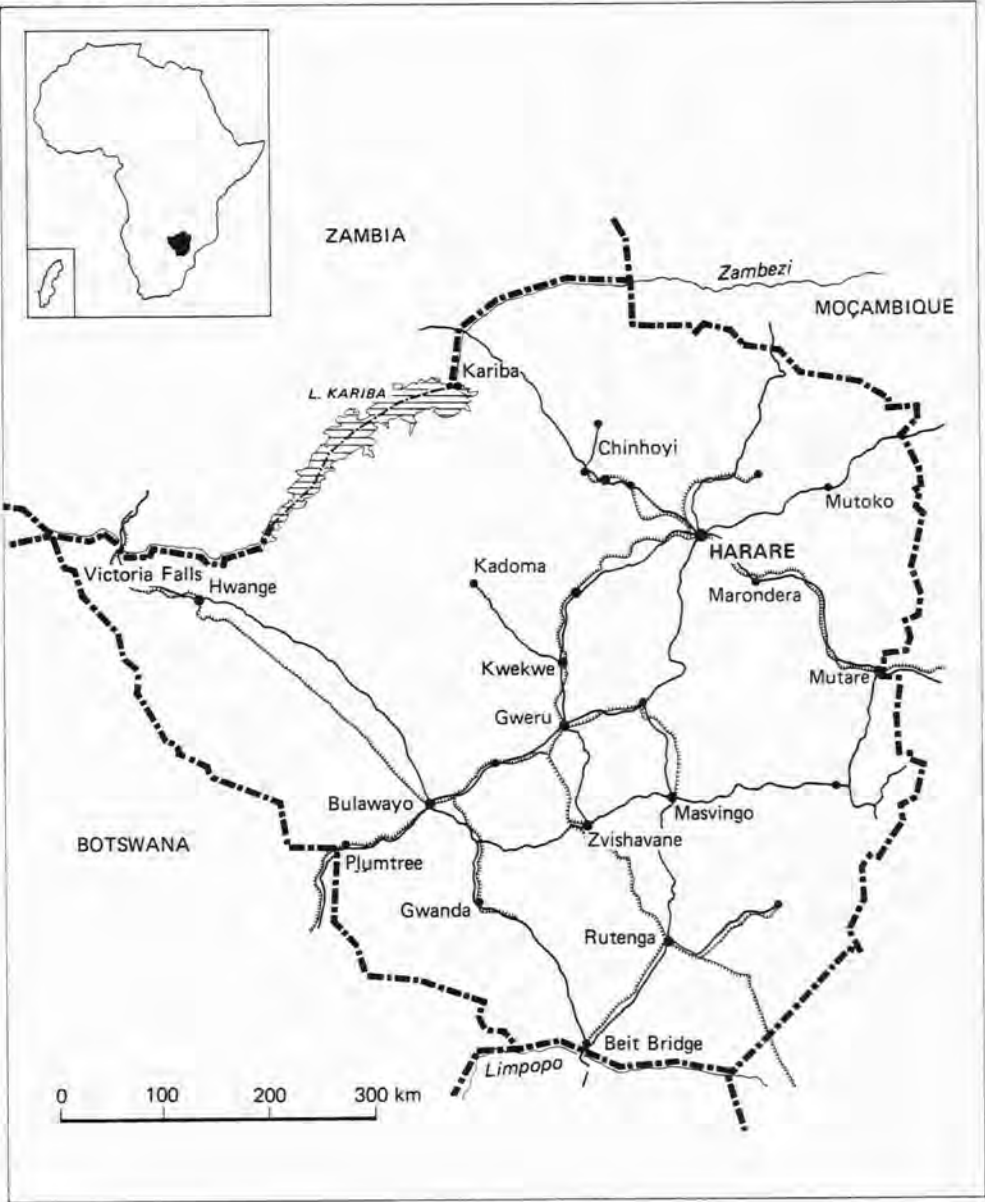
by

*Astrid Dufborg, Merrick Jones  
and Elisabeth Lewin*

This report is the result of an evaluation carried out in Zimbabwe in March 1987. The evaluation team consisted of Mrs Astrid Dufborg, Head of Section, Personnel Division, SIDA (team leader), Dr Merrick Jones, Institute for Development Policy and Management, University of Manchester, and Mrs Elisabeth Lewin, Head of Evaluation Section, SIDA.

Cover photo: Mats Öhman

# ZIMBABWE



# Evaluation of the Swedish-Zimbabwean Co-operation Programme in the Area of Public Service Training

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## CHAPTER 1

# Executive Summary

At independence, the new Government of Zimbabwe inherited a Public Service geared towards service for the white minority and the enforcement of law and order among the majority of the population. It has been, and continues to be, a formidable task to change this type of Public Service into one which is development-oriented on a nation-wide basis. Support in the area of Public Administration became one of the early features of the development co-operation between Zimbabwe and Sweden. The overall objective of this support is to help establishing an effective public service at the central, provincial and district level in Zimbabwe. In 1982, the Public Service Training programme started as the first of four programmes now constituting the Public Administration sector support to Zimbabwe.

The main thrust of this programme is the strengthening and improvement of training for the Public Service at all levels. The programme is carried out in the form of an institutional co-operation. In Zimbabwe, the Training Management Bureau (TMB) of the Ministry of the Public Service is the recipient institution, while in Sweden, the Swedish National Institute for Civil Service Training and Development (SIPU) has been contracted SIDA as the institutional partner.

An evaluation of the Public Service Training programme was undertaken in March 1987 by an independent team of evaluators appointed by SIDA.

The focus of the evaluation has been on three main issues:

- 1) An assessment of the institutional co-operation between SIPU and TMB and the present role of TMB within the Public Service.
- 2) Achievements as a result of the co-operation between TMB and SIPU with regard to the various sub-programmes.
- 3) An assessment of the modes of operation used by TMB and SIPU, the



relevance and quality of the services offered by SIPU and the efficiency of the arrangements for institutional co-operation.

The evaluation team was also asked to make recommendations on future Swedish assistance in the area of Public Service Training, as the current agreement expires June 30, 1987, and it is envisaged that the support will continue. Some of the limitations of the study have to do with the vague objectives of some of the activities, the lack of base-line data and evaluation results and the limited time available for field visits.

This report is the result of the evaluation mission.

As the evaluation team, we want to present the following summary conclusions and recommendations. We would like to point out, however, that as recommendations naturally concern change the following summary may not adequately reflect our positive impressions of this important programme.

Our assessment shows that the SIPU-TMP co-operation has actively contributed to the project objective, i.e. the establishment of an effective and well trained management and staff at all levels of the public administration. Needless to say, there is still a long way to go to fully achieve this objective, and there are many actors in the process besides TMB and SIPU, but in our opinion considerable progress has been made in a relatively short time. Operational objectives have focussed on strengthening and improving existing training for public servants; assisting in restructuring the public service through training and consultancy studies; improving TMB's efficiency through training; development of a management training programme for the public service; construction of training facilities; creation of a public sector procurement programme.

These objectives have guided our investigations and form the background for our conclusions and recommendations. It is clear to us that SIPU's involvement at a crucial time as an active partner has done a great deal in assisting the institutional development of TMB and in building the competence of its staff. SIPU has viewed its relationship with TMB as mutually beneficial. It has positively attempted to remain sensitive and adaptable to evolving Zimbabwean needs as articulated by TMB. SIPU's initial lack of experience of working in Africa inevitably limited the effectiveness of the co-operation. Its inputs have been of variable quality. It is difficult to identify an integrated approach across the sub-programmes. A serious shortcoming concerns the lack of evaluation of training activities, in particular in relation to job performance.

In terms of cost-effectiveness, we have some concerns about the expensive programme of consultant training; study tours and conferences. We have noted that shortcomings in co-ordination of some activities in Zimbabwe, possibly caused by overloading of TMB's capacity have on occasion caused less than optimal use of

consultant time.

The sub-programmes appear to fall into three groups:

Those which have largely met their objectives and have been taken over by Zimbabwean organisations (i.e. Training of Trainers, Induction Training).

Those which are ongoing, but will be handed over in a foreseeable future (i.e. Procurement Training and Personnel Management Training).

Those about which we have some reservations (i.e. Consultant Training and the Management Training Programme).

SIPU's institutional partner TMB is now going through a period of reorganisation as a result of its new identity as the Department of Administration, Recruitment and Training (DART). Essentially it will no longer undertake direct training, but at the moment it retains its management role in relation to national, provincial and district training centres. The creation of the Zimbabwe Institute of Public Administration and Management (ZIPAM) whose board of directors is the Public Service Commission means that the training of senior civil servants is formally outside the ambit of TMB/DART. The position has recently been further complicated by the transfer to ZIPAM of an important part of the Swedish funded activities and of several TMB/DART officers, including the individual responsible for co-ordinating the programme. This means that the original basis for the institutional co-operation between TMB/DART and SIPU no longer exists.

As a team we have been told of various intentions for the restructuring and reallocation of responsibilities between TMB/DART and ZIPAM, but in making our recommendations we can not act on intentions, but on the situation as it is. Given the present unresolved situation we cannot suggest a future institutional partner for SIPU. We therefore propose an interim solution until the organisational set-up is decided and implemented as follows:

The co-operation should no longer focus on institutional development of TMB/DART, but rather on a continuation of some of the existing sub-programmes (Procurement Training, Personnel Management Training and support to the Rural Development Programme). We suggest that TMB/DART continues to be the co-ordinating body for these activities. No new sub-programmes should be initiated during the interim period.

We also recommend

*that* an integrated, structured management training programme for all management levels of the Public Service be developed by ZIPAM as an ongoing



activity and be given high priority;

*that* TMB/DART should appoint an officer to be responsible for the co-ordination of the programme;

*that* steps be taken to assess more rigorously the costs and benefits of each activity within the co-operation;

*that* the training needs and priorities should be systematically identified, that target groups be specified precisely and that training activities should be evaluated in terms of their effectiveness on job performance;

*that* the consultancy programme be discontinued;

*that* a machinery be set up to ensure that all equipment, books, etc, supplied within the co-operation be appropriately located and correctly used, stored and maintained.

SIPU was selected as the institutional partner in 1982 because it was clearly the most appropriate institution in Sweden. As would be expected over a period of five years, changes have taken place in TMB/DART as well as in the programme. We suggest that this is a suitable time to consider whether SIPU alone can continue to meet evolving needs.

## CHAPTER 2

# Background

The co-operation between Zimbabwe and Sweden in the field of *Public Service Training* started in November 1982. It was the first of the four programmes which now constitute the Swedish Public Administration Sector Support to Zimbabwe. The other programmes include support to

- the Promotion and Training Department of the Ministry of Local Government, Rural and Urban Development;

- the Central Statistical Office within the Ministry of Finance, Economic Planning and Development, and

- the Ministry of Community Development and Women's Affairs and the Community Development Fund.

The four programmes are carried out within the framework of institutional co-operation. In the case of the *Public Service Training* programme, SIDA has contracted the Swedish National Institute for Civil Service Training and Development, SIPU. The recipient Institution in Zimbabwe is the Training Management Bureau, TMB, of the Ministry of the Public Service.

In Zimbabwe, TMB has the general task of promoting and co-ordinating in-service training in the Public Service providing 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.

In the period 1982-86 the SIPU-TMB co-operation has concentrated on the following areas:

1. Staff development of TMB personnel
2. Training of Trainers

3. Production of Training Materials
4. Studies in areas of special interest
5. Development of a procurement training programme
6. Development of a management training programme
7. Buildings and Equipment

Each of the sub-programmes mentioned consists of a number of activities, such as courses, workshops, seminars, consultancies in various fields of training, study visits to Sweden and other countries and the provision of equipment and facilities. The number of activities during the four year period reviewed (1982-1986) amount to over 60. For a complete list of activities undertaken, please refer to appendix 2.

The programme is in fact made up of quite diverse activities representing a wide spectrum of subject matters. For administrative purposes SIPU, TMB and SIDA have attempted to divide the numerous activities into sub-programmes. However, there are no clear-cut dividing lines between the sub-programmes. As the programme has evolved, new activities have been added which sometimes rather arbitrarily have been referred to existing sub-programmes. Other times activities under one sub-programme have developed into a new sub-programme. This situation has created confusion and has made it difficult and timeconsuming for us to conceive the structure and context of the programme. It has also made it difficult to calculate costs for the respective sub-programmes.

The figure on the next page illustrates the institutions involved in the programme and their relationship to each other.

THE SWEDISH ASSISTANCE TO PUBLIC SERVICE TRAINING IN ZIMBABWE AND  
THE ROLE OF TMB, 1982-86

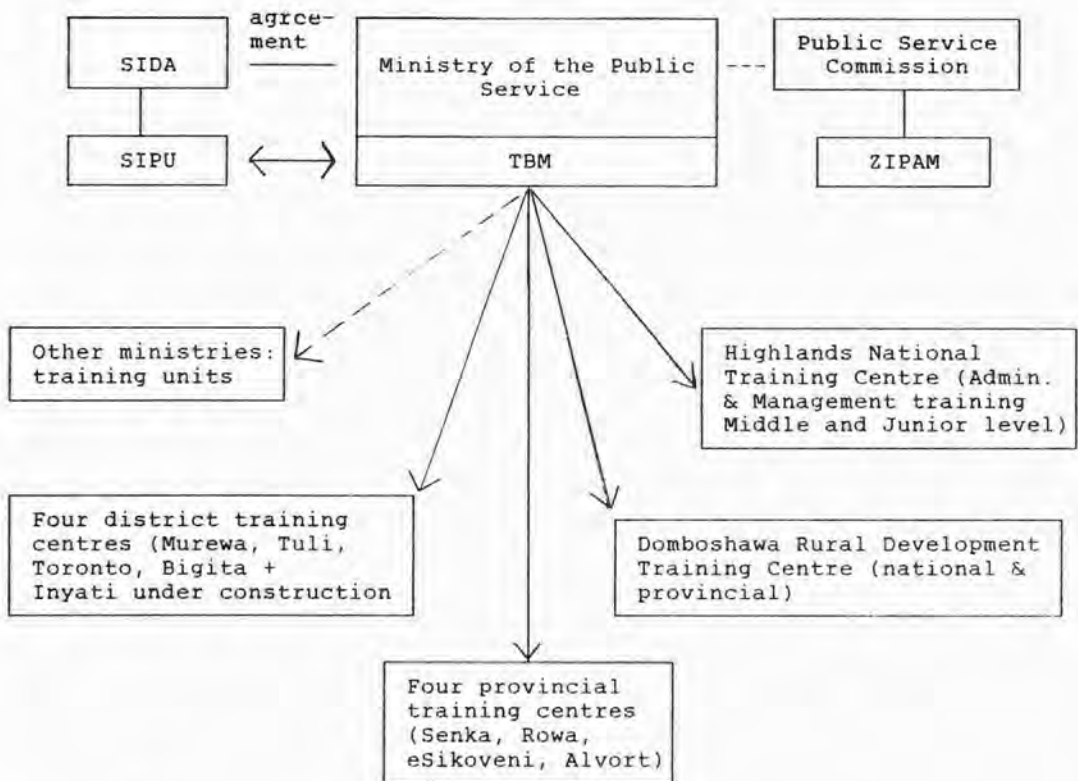


Figure 1

- With the assistance of SIPU-consultants and other inputs TMB designs and develops training programmes to be carried out by the various training centres.
- Most of the training programmes are for trainers who will then train other people on a continuous basis.
- TMB manages and administers the training centres (facilities, staffing etc). It also plans and co-ordinates the training programmes of the centres.
- TMB is responsible for training - other than technical and professional training - in all ministries with the exception of middle and top level management training which is the responsibility of the Zimbabwe Institute of Public Administration and Management, ZIPAM.

CHAPTER 3

## Scope and focus of the evaluation

The Public Service Training programme and the institutional co-operation between SIPU and TMB have been going on since November 1982, i.e. for more than four years and it is felt that time has come to look back at accomplishments, results and achievements of the co-operation. Furthermore, the present agreement between Zimbabwe and Sweden with regard to this programme expires June 30, 1987. It is envisaged that SIDA will continue to support the Public Service Training and a new three year agreement will be discussed and negotiated in April/May 1987. In order to provide the decision-makers with as much direction and evaluative information as possible, SIDA and the Ministry of the Public Service in May 1985 agreed to undertake an evaluation of the programme.

The objectives of the evaluation are

- to assess the development and achievements of TMB and its training centres, in particular programmes and sub-programmes which have received Swedish support,
- to assess the co-operation between TMB and SIPU and the effects of the Swedish support on the performance and achievements of TMB, and
- to produce recommendations to SIDA and the Public Service Commission of Zimbabwe on the future direction and contents of the Swedish assistance geared towards enhancing the efficiency of the Public Service.

For the complete Terms of Reference for the evaluation, please refer to appendix 1.

The evaluation was undertaken February 25 – March 31 1987 by an independent team of evaluators appointed by SIDA, as follows:

Mrs Astrid Dufborg, Head of Section, Personnel Division SIDA (team leader)

Dr Merrick Jones, Institute for Development Policy and Management,  
University of Manchester, and

Mrs Elisabeth Lewin, Head of Evaluation Section, SIDA.

A fourth member of the team, from Kenya had been appointed by SIDA, the intention being to get an African view of the programme. Unfortunately, at the last minute, this consultant was not able to join the team.



## CHAPTER 4

# Methodology

The evaluation team spent the first week in Stockholm, Sweden, preparing for the evaluation proper in Zimbabwe. Project documentation was reviewed at SIDA Headquarters and at SIPU. Interviews were held with staff responsible for the Public Administration Sector Support at SIDA Headquarters. At SIPU we got a thorough briefing on the programme since its start. We had discussions with SIPU staff, especially the previous and present co-ordinators of the Zimbabwe programme. We have also had the opportunity to interview eleven persons who have carried out consultancies for SIPU in the period 1982-1987.

The main phase of the evaluation took place in Zimbabwe March 5-21, 1987. We had meetings with a number of people, 44 in all, who in one capacity or another have been involved in the Swedish-Zimbabwean co-operation in the area of Public Service training. We also visited five of the ten training centres that TMB is managing, i.e. two of the national training centres, (Highlands and Domboshawa), two of the provincial centres (Senka and Rowa), and one district training centre (Toronto). A visit was also paid to the organisationally separate training institution for senior management, Zimbabwe Institute of Public Administration and Management, ZIPAM. Our work was greatly facilitated by the excellent services and co-operation of Mrs Emmie Wade, Zimbabwean co-ordinator of the programme.

Before leaving Zimbabwe, our summary conclusions and recommendations were reported to the Public Service Commission, the Ministry of the Public Service and the SIDA-office in Harare.

The concluding phase of the evaluation consisted of discussions within the team and report writing.

The focus of the evaluation was to be on three main issues, (see appendix 1, Terms of Reference), as follows:

- 1) An assessment of the institutional co-operation between SIPU and TMB and the development of TMB during the period of co-operation, its present role, activities and relationship with other bodies working within its field of competence.

2) Achievements as a result of the co-operation between TMB and SIPU with regard to the various sub-programmes.

3) An assessment of the modes of operation used by TMB and SIPU, the relevance and quality of the services offered by SIPU and the efficiency of the arrangements for institutional co-operation.

The evaluation team was also asked to make recommendations on future Swedish assistance in the area of Public Service Training.

Our evaluation methodology can be described as follows.

The evaluation of the institutional co-operation, the first issue, relies on hard as well as soft data. The hard data consist of evidence of institution-building, the improved capacity of staff, the scope and quality of activities undertaken, the network of contacts developed, policies, guidelines and other materials produced. The soft data include opinions expressed by the institutional partners, TMB and SIPU, and a number of other persons and institutions that have a stake in the co-operation. Our conclusions on the institutional co-operation are thus based partly on the evidence of hard data, partly on views expressed by a number of officials in various capacities.

The second issue, an assessment of the achievements with regard to the various sub-programmes, present difficulties in two ways. First, some of the sub-programmes consist of a number of rather incoherent activities without a common objective. Some of the activities have on occasion been shifted from one sub-programme to another and have sometimes evolved into a sub-programme of their own. Secondly, the sometimes vague objectives, the often insufficient analysis of the specific training needs and a total lack of evaluation of course participants have caused great difficulties for us in assessing the achievements of the training programmes. Had the information produced by the Public Service performance appraisal machinery been used together with some post-training evaluation this would have been helpful in indicating the effectiveness of the various kinds of training.

As for the third issue, an assessment of the modes of operation used, the relevance and quality of SIPU's services, and the efficiency of the arrangements, we have relied mainly on opinions expressed by the staff of TMB and SIPU and participants in TMB-SIPU activities. There are also a number of reports from SIPU consultancies which provide information on these aspects.

In order for us to form a well-based opinion on the evaluation issues, our strategy has been that of tapping multiple sources of information. This means in practical terms that we – aside from reviewing documentation – have attempted to

interview as many parties concerned and people involved as possible in relation to each one of the issues. The interviews have been semi-structured and as a rule at least one hour long. All three persons on the team have participated in most interviews in order to maximise the reliability and minimize bias due to subjective interpretations.

*The team has visited the following institutions for interviews:*

**In Zimbabwe**

Public Service Commission  
Ministry of the Public Service

**Interviews with:**  
Acting Chairman  
Minister of State  
Permanent Secretary  
Head and staff of  
TMB

Highlands National Training Centre

Principal and training  
staff

Domboshawa Rural Development Training Centre

Principal and training  
staff

Senka Provincial Training Centre

Vice principal and  
training staff

Rowa               "               "               "

Principal, vice  
principal and some  
staff

Toronto District Training Centre

Principal

ZIPAM

Director, Heads of  
Departments and  
some staff

Seven selected ministries:

Staff in charge of  
training or personnel

Ministry of Finance, Economic  
Planning and Development  
Ministry of Education  
Ministry of Community Development  
and Women's Affairs  
Ministry of National Supplies  
Ministry of Local Government, Rural  
and Urban Development  
Ministry of Energy, Water Resource  
and Development

Ministry of Public Construction and  
National Housing

SIDA DCO, Harare

Head of DCO and  
one Senior  
Programme Officer

**In Sweden**

SIDA

Section for Public  
Administration Sup-  
port

SIPU

Director General,  
Head and staff of  
International  
Division, consultants

For complete list of persons interviewed, please refer to appendix 3.

Some of the limitations of the study have to do with the vague objectives of some of the activities and the lack of base-line data and evaluation results. It should be pointed out that measuring effects of the type of training that has taken place in this programme presents certain methodological problems. Also, in the limited time available we could only visit five of the ten operational training centres. The provincial and district training centres visited were selected because they were more easily accessible than the others. However, they were said by TMB to be reasonably representative of all centres. This, we cannot confirm.

We have interviewed a considerable number of Zimbabweans who have participated in courses, seminars etcetera. They have not been selected in any systematic way, but have been interviewed because they are now employed at one of the five TMB training centres visited, at ZIPAM or in ministries. We do not know to what extent they are representative of the whole group of trainers trained, but have no reason to suspect a bias.

It would have been interesting to interview people trained by trainers who have undergone training. It would also have been valuable to interview the superiors of people who have undergone training. We have, however, not had enough time to pursue any of these ideas. We believe that, in spite of this, we have got a full and comprehensive picture of the programme.

CHAPTER 5

## Main issues

### 5.1 Objectives

#### 5.1.1 Objectives Established for the Programme

In Zimbabwe, training within the Public Service is the responsibility of the Public Service Commission. In a document called "Training Policy for the Public Service", dated August 1985, the Commission has set out objectives of the Public Service training, broad policy guidelines and a strategy to accomplish these objectives. The institutional framework and co-ordination mechanisms necessary to put that strategy into action are also described.

The broad objectives of training are

- a) to equip the public servant to perform the complex task of development
- b) to support and reflect the priorities as outlined in the National Development

Plan

- c) to respond positively to the problems and needs of the people, which is a requirement of the socialist and participative approach to development.

The overall objective of the co-operation programme for public administration as stated in official joint documents is to improve the efficiency of the Public Sector at all levels in order to create a better foundation for economic growth and for utilization of internal as well as external resources.

In shorter form, we have concluded that the sectoral objective can be expressed as follows:

"To establish an effective public administration at the central, provincial and local levels in Zimbabwe".

At the project level, the objective has been stated in SIDA's internal memorandum dated May 12, 1985, as follows

- to strengthen and improve the existing training for civil servants on all levels,
- to assist in the restructuring of the Public Service through training and



through the provision of expertise for e.g. consultancy studies,

- to improve the efficiency of the work of TMB through training of its staff,
- to improve the management capacity within the Public Service through the development of a management training programme,
- to increase Government's possibilities of carrying out public service training through the construction of a training centre,
- to improve Government officials' knowledge on procurement procedures and techniques through the creation of a public sector procurement training programme.

In the Goal Structure we have summarized these objectives in the following sentence:

"To establish effective and well trained management and staff at all levels of the public administration".

It is our understanding that the Ministry of the Public Service and its Training Management Bureau, which have been entrusted the responsibility of developing national training policies, are in complete agreement with the project objectives as formulated by SIDA.

For the SIPU-TMB the project objective should be the guiding star in all activities undertaken.

The objectives of the various sub-programmes have been spelled out in most cases by TMB or SIPU, or both. As a rule the objectives have been thoroughly discussed and agreed upon. We have seen no signs of disagreement on objectives between TMB and SIPU which reflects a healthy and harmonious relationship between the two institutional partners.

The objectives of the perhaps most important and comprehensive of the sub-programmes, Training of Trainers, are particularly clear and well formulated. In a TMB document on project ideas submitted to SIDA as early as 1982 they are expressed as follows

- to produce a cadre of well-trained trainers for provincial and district multi-purpose training centres
- to equip the trainers with the necessary knowledge and skills in the functional areas they would be training in.



The Personnel Management training can also serve as an example of well defined objectives:

"... to support TMB in carrying out training need analysis, the development and printing of a handbook for new employees and to suggest strategies of updating the Personnel Management Courses at Highlands".

In some other cases, however, objectives have not been clearly expressed. We are particularly concerned about the Consultancy Skills Course (4 weeks) and to some extent about the follow-up Organisational Effectiveness Course (11 weeks), both parts of the Consultancy Development Programme. We have only found very general objectives, such as

"To equip the Public Service Training Staff with consultancy skills".

There is no expression of what the immediate objective of the course is, what skills the participants are expected to acquire or what tasks they should be able to take on after completing the four week course. The lack of clarity of objectives is reflected in the confusion of some of the participants.

Some of the "Studies of Special Interest", for example the Public Service Reform 1 and 2 (Co-determination) we find vague and lacking in a proper analysis as to what they were expected to achieve. In a case like this, when there is no clear objective and the study is not addressing a priority need, it is not surprising to find the result insignificant.

It is our recommendation for the future that greater care should be taken in formulating clear and well conceived objectives for all sub-programmes and activities.

After reviewing comprehensive SIDA, SIPU and TMB documentation we have put together a goal structure for the Public Service Training (see figure 2).

The figure should preferably be read from bottom up. Each level is leading to the following as indicated by the arrows. For example, the seven sub-programmes (activities) are expected to lead to the four outputs and ultimately to the project objective.

Achievement of the project objective is expected to contribute to the achievement of the sectoral objective which in turn is intended to contribute to a development of economic growth, social equity, a democratic society and national independence of Zimbabwe, the four goals of Swedish Development Co-operation, as defined by the Swedish Parliament.

### 5.1.2 Achievements of Objectives

Under the following sections under 5, particularly 5.3, sub-programme

# GOAL STRUCTURE

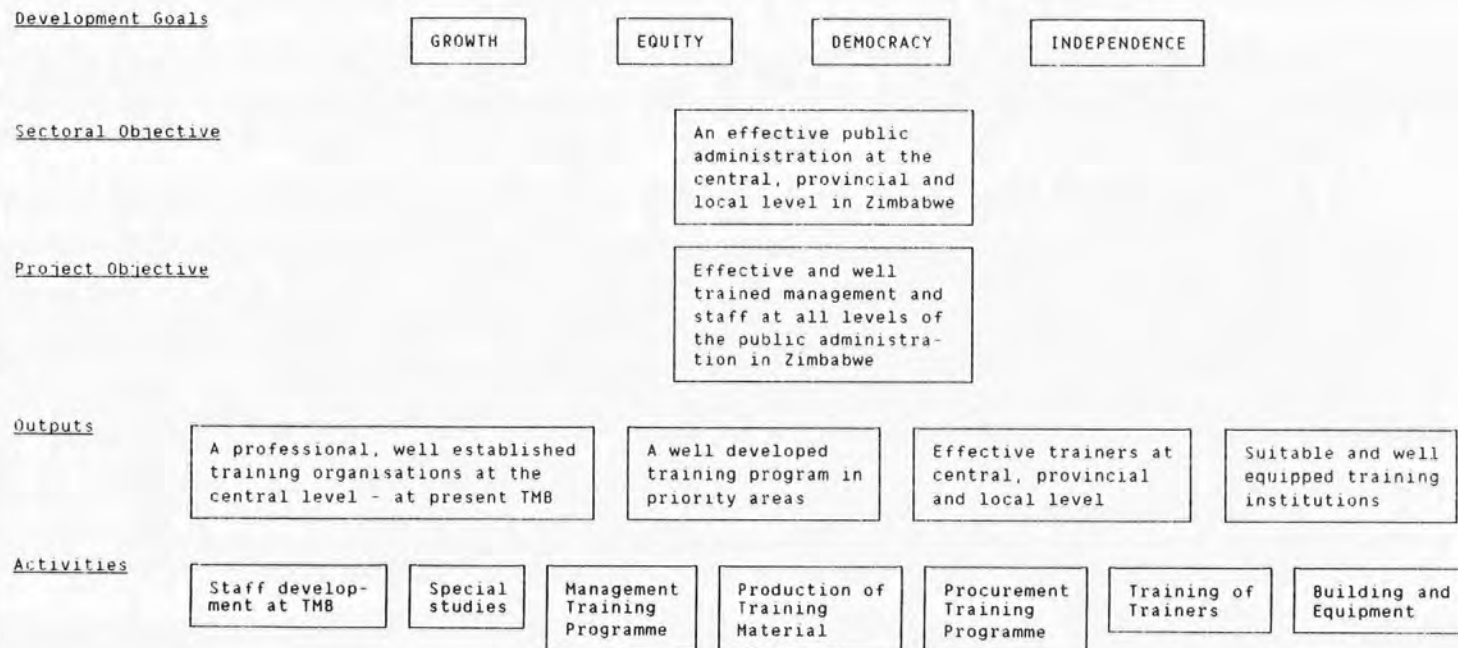


Figure 2

achievements are analysed and described. In our opinion, the expected Outputs, as seen in Figure 2, have been attained or are in the process of being attained. The programme will require many years to develop and implement the training and to reach the great number of civil servants in the target group. However, in our mind there is no doubt that great progress has been made in all four "output" areas:

- a professional, well established training institution at the central level,
- a well developed training programme in priority areas,
- effective trainers at the central, provincial and local levels, and
- suitable and well equipped training institutions.

We also believe that the SIPU-TMB co-operation through the accomplishments described has actively contributed to the project objective: The establishment of an effective and well trained management and staff at all levels of the public administration. There is no doubt a long way to go to fully achieve this objective, but the accomplishments so far are promising.

The level of development objectives is not meaningful to discuss at this point in time. Whether the public service training has contributed to growth, equity, democracy and independence is too early to say and would furthermore from a methodological point of view be impossible to determine.

## **5.2 Development and present position of the training management bureau (TMB) within the public service**

TMB was created at independence in 1980, as a division of the Ministry of the Public Service. The intention was, as a matter of considerable priority, to provide an active focal point for the implementation and co-ordination of training policies for the Zimbabwe Public Service as determined by the Public Service Commission. It was anticipated that the policies of the new Government would require a great investment in training in order both to reorient officers to the new national priorities and to provide a rapid increase in the number of trained Zimbabweans for the Public Service. A relevant point to note here is that the Ministry of the Public Service is both a ministry in its own right, politically headed by a Minister of State, *and* the Secretariat of the Public Service Commission. Therefore, as illustrated in Figure 3, the Permanent Secretary of the Ministry is also the Secretary to the Public Service Commission.

TMB was structured around three operational branches:

- The Administration and Management Training Branch, consisting of an office in the Ministry and the Highlands National Training Centre. In addition to its function of co-ordinating general (as opposed to technical) training within the Public Service as a whole, the Branch conducted training at headquarters for middle and senior Public Service managers, while the Highlands Centre (established long before independence) continued to run courses for clerical and administrative staff at lower levels.

- The Rural Development Training Branch (previously located in the Ministry of Education) manages the activities of a network of training centres at the national (1), provincial (5), and district (5) levels, whose focus is on providing direct courses and facilities for a wide range of training in areas related to rural development.

- The Manpower Planning Unit, responsible for developing and maintaining a public service manpower plan.

Soon after independence a decision was taken to establish two complementary high level institutions: the Zimbabwe Institute of Development Studies and the Zimbabwe Institute of Public Administration and Management. While ZIDS was quickly established, for a number of reasons ZIPAM did not become operational for several years. It was mainly for this reason that TMB became involved in the direct provision of training for senior and middle level civil servants. By mid-1983 a major emphasis was the rural development focus on extension workers, which produced an urgent need for the training of trainers, to staff the training centres. Largely because of those demands, TMB was in the early stages not able to provide training and advice to government ministries in developing their training functions to the extent which was desired. More recently it has been able to direct more attention to this important task. Apart from making recommendations about the structuring and management of training in Ministries, TMB has taken a number of steps. In particular a number of TMB staff have been trained, at great expense, in some aspects of consultancy skills, to enable them to work with Ministries on problems of training and management; although current consultancy activities are small in relation to the large investment in the consultant training programme, it is intended that this mode of work will assume increasing importance. In addition, a start has been made by TMB on a programme for identifying training needs in Ministries; and a comprehensive new scheme for induction of new employees has been designed and is being implemented. At provincial and district levels, TMB has progressively improved the services, in terms of training and provision of facilities, which it provides for Ministries working in the general area of rural development.

TMB's priorities have been to establish its identity as a central co-ordinating body in the Public Service, to establish working relationships with existing organisations such as Highlands NTC, to build its institutional competence and to develop the capabilities of its staff, both at headquarters and in the training centres. It has been concerned to become a dynamic focal point for Public Service training, co-ordinating training responses to evolving needs. For this reason TMB's work with Ministries in helping to develop the training function is of central importance.

An underlying issue has been the question of whether TMS should undertake direct training in addition to its training co-ordination function, and this was thrown into sharper focus with the establishment of ZIPAM in 1983 (although at that time with only a minimal staff). ZIPAM's target group was to be assistant secretaries and above, making it difficult to address management training needs in any coherent way, and posing questions about TMB's role in providing direct training for senior Public Service managers. Indeed, the whole question of relationship between TMB and ZIPAM assumed increasing importance as ZIPAM began to grow and develop. A significant factor is that the board of directors of ZIPAM is the Public Service Commission, (to whom the ZIPAM director reports).

Thus the major institution for providing management training for the Public Service is organisatorally separate from TMB and its training centres. Issues of status have compounded the problematic relationship between TMB and ZIPAM.

### *The Present Position*

A number of decisions taken in recent months have produced important changes in the structure and role of TMB. These changes are of an ongoing nature, and it is not clear how and when further changes will occur. Manpower planning, recruitment, and training have now been recognised as an integrated process; thus TMB is to become the Department of Administration, Recruitment and Training (DART), whose structure, as we understand it, is illustrated in Figure 3. It has been decided that TMB/DART is no longer to

provide direct training at headquarters; training implementation is to be the function of ZIPAM, and of the training centres which at the moment continue to be managed by TMB/DART.

It can be seen that TMB/DART's role is, at the time of writing this report, in an ongoing process of change which is producing uncertainties about its future operations and relationships. In particular, the issue of TMB/DART's working relationship with ZIPAM remains unresolved. This has been further complicated by the recent transfer of an important part of TMB/DART's work to ZIPAM. This has involved the transfer of three senior members of what was the Administration and Management Training Section, including the officer responsible for the co-ordination of SPU activities, to ZIPAM. Thus, as noted earlier, this Branch no longer exists in



## CURRENT STRUCTURE OF TMB/DART

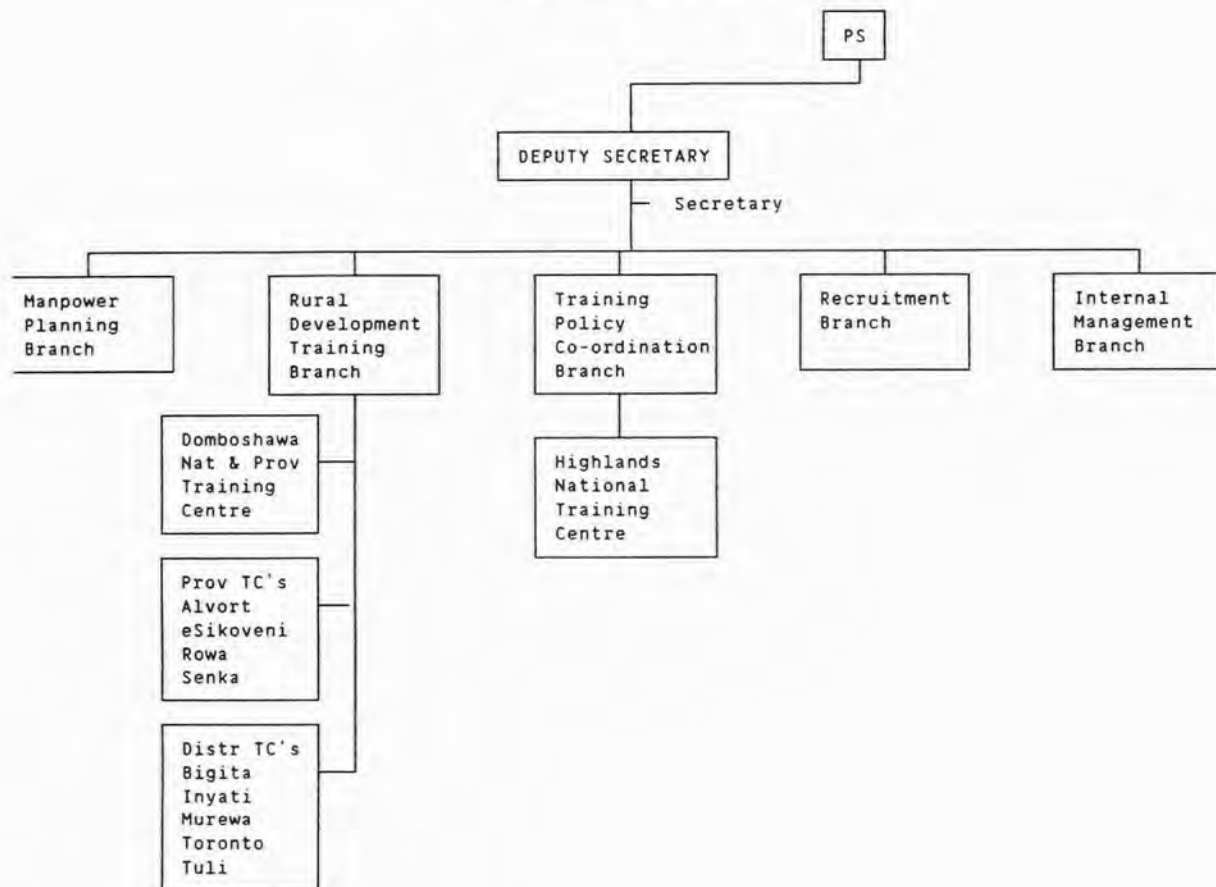


Figure 3



MINISTRY OF THE PUBLIC SERVICE  
AND THE  
PUBLIC SERVICE COMMISSION

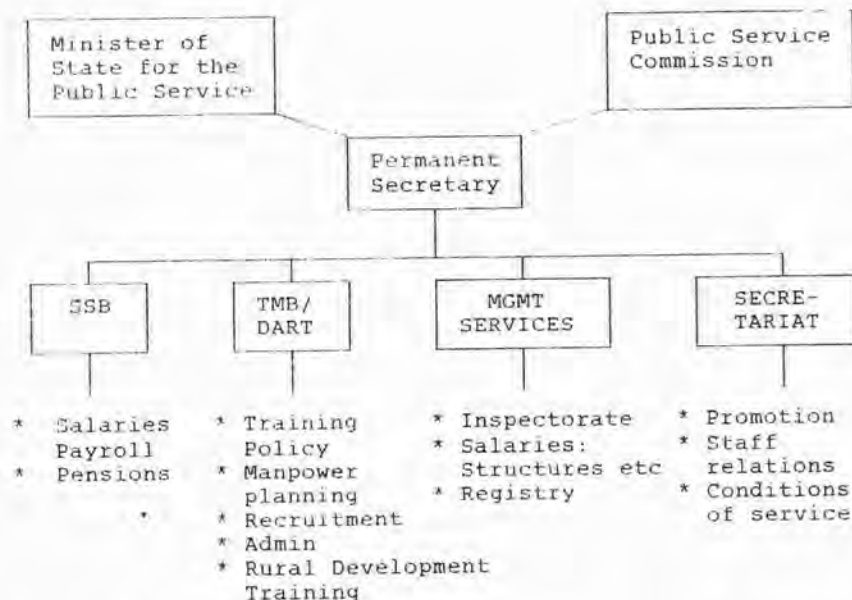


Figure 4

the TMB/DART structure.

We have, in our discussions, been informed in general terms about intended courses of action. For example, we have been advised that the Public Service Commission intends to make ZIPAM the body with overall responsibility for training in the Public Service, which would mean that the Training Centres now operated by TMB/DART would come under ZIPAM's control.

Until this issue is resolved and an effective working relationship between TMB/DART and ZIPAM develops, problems will remain. In particular it is not clear how those SIPU activities which were until now undertaken with members of the Administration and Management Section, now transferred to ZIPAM, will in future be co-ordinated. It is difficult to see how the development of an integrated,

comprehensive management training programme for the Public Service, which requires close co-operation between the two organisations, can be achieved. This is particularly so because of the policy that ZIPAM's target group is restricted to officers of Assistant Secretary grade and above.

### **5.3 Sub-programme achievements**

#### **5.3.1 Staff Development**

In accordance with SIPU's aim of helping TMB to develop as "a professional, well established training institution actively contributing to the national objectives of Zimbabwe", a number of activities, labelled staff development or professional co-operation, have been undertaken. It is not easy to find any coherence or consistent rationale for these varied activities, and this is the area where we have been most concerned about an apparent imbalance between costs and benefits. We deal with this sub-programme under these main headings: Staff Development; Conferences and Networks; Consultancy Development Programme.

#### *Staff Development*

Under this heading there have been a number of study visits, to Zimbabwe by SIPU staff and to Sweden by TMB officers; several workshops for the Ministry of the Public Service in general and TMB in particular; and the production of a Public Service Bulletin (presumably considered as staff development for the Service as a whole). We have expressed reservations elsewhere concerning what we see as a heavy concentration of resources and effort into the development of a relatively small group of individuals; these study visits and workshops are an example. We have been very impressed by the individuals we have met who have benefitted from these activities, but in terms of costs and outcomes this is an expensive and uncertain way of developing people. We have been pleased to note recent moves to spread the investment of resources to wider target groups at other levels of the Public Service. The Public Service Bulletin has, in our view, some potential as a means of communication within the Service and we consider this to have been a very useful product of the co-operation. After our discussions with public servants, we conclude that the Bulletin needs to be made more interesting for officers at all levels, at the centre and in the provinces and districts; and should become a medium for a genuine *exchange* of information and opinions, rather than a one-way channel from the centre outwards.

#### *Conferences and Networks*

SIPU has acted to involve TMB in international networks, essentially by TMB's membership of several training associations and attendance at conferences, so far in Sweden and USA, by officers of the Ministry of the Public Service. Such

activities can be useful for extending professional contacts and we recognize that for the individuals involved this practice may have some benefits. However, in terms of use of resources we have reservations about attendance at international conferences and we would encourage a more rigorous and cost-conscious approach to these activities in future.

### *Consultancy Development Programme*

The figures that we have been given indicate that the Consultancy Training Programme has cost SEK 1,5 million (excluding indirect costs) and has given only eight persons the full training.

This programme (until 1985 classified under Training of Trainers) has caused us concern, and we have recommended its discontinuation after very careful consideration. We accept the argument that as a body charged with co-ordinating and developing the training function, TMB staff could benefit from having some of the skills necessary in advising and working with client Ministries. Furthermore, we have been impressed by the individuals we met who were among the small number to have benefitted from the programme. The programme has clearly been a vehicle for their self-development, and some of them have begun to use their enhanced skills. However, we perceive defects in this programme at several levels. First, while we agree that consultancy skills may be useful to the Ministry of the Public Service, we have no evidence that needs have been assessed, neither do we see this as an area of priority where serious skill defects are causing concern (as, for example, in the areas of management training, financial management, procurement). Even if this were the case, we are not convinced that the course design is appropriate. In addition, our conversations with those involved – participants, consultants, SIPU staff and TMB staff – exposed a degree of confusion about the purposes and methods of the programme. Participants whom we met generally indicated that the course was basically a management development programme from which they had benefitted, but for some it raised expectations of becoming consultants which had not been fulfilled. For some participants there is little prospect of doing any consultancy work because of the demands of their existing jobs. Some consultancy work has resulted from the programme in the Ministry for Community Development and Women's Affairs.

In general, however, the target group for this programme does not appear to have been selected systematically. For example, the heads of departments of ZIPAM, on whom, it could be argued, the greatest demand for consultancy services properly falls, have not been involved in the programme.

In view of these criticisms, the uncertain benefits for a small group of individuals when considered against the costs, and the demands in areas where pressing needs clearly exist, we have no doubt that the programme in its present

form should be discontinued. Under section 5.3.6 of this report we suggest that consultancy skills should appropriately become an element in an integrated programme of management training.

### 5.3.2 Training of Trainers

As mentioned earlier, the development of trainers was recognized soon after independence as a priority, and was formally incorporated into the Government's Training Policy for the Public Service in August 1985: "An integral part of the training strategy will be to establish a training cadre whose own training and development will be given priority". A major focus of the co-operation has therefore been on this area. We comment elsewhere on the way some sub-programmes are described by titles which change over time; this is particularly so in the Training of Trainers, which has been used as a catchall category for a wide variety of apparently unrelated activities. In this section we consider three areas of activity under this broad description: Training of Trainers; Induction Programme; Radio Project.

#### *Training of Trainers*

This sub-programme began in 1983. Activities were aimed at developing professional training capability, production of needed and relevant training materials, increased use of training aids, and the use of a wider range of training methods. Courses and workshops have moved from basic training skill, through the production of training materials, to more advanced capabilities. Participants were mainly trainers from TMB's headquarters and training centres and to a lesser degree from Ministries. Activities have tended to concentrate on instructor (or direct trainer) skills, and have not involved much attention to the management of training.

As far as we have been able to judge, this sub-programme has had a substantial impact. Although we found evidence that the various courses and workshops varied considerably in quality, the sub-programme appears to have contributed quite successfully to the development of a cadre of professional instructors in the training centres, and has produced materials which trainers find relevant and useful. We have been impressed generally by the trainers we have met, and by their reactions to the training of trainers activities. Many trainers have had previous training, and found the SIPU/TMB activities to be a useful and interesting reinforcement of their working experience.

In our conclusions and recommendations we have considered the Training for Trainers sub-programme as one of those which have substantially achieved their objectives and have been handed over to the Zimbabwean authorities.

#### *Induction Programme*

The induction of new employees into the Zimbabwe Public Service was



selected as a priority area in the 1985 Training Policy. In addition to the normal purpose of induction, which is to ensure that the new employee is enabled to begin effective work as soon as possible, it is clearly important in newly independent Zimbabwe that public servants starting their career should understand and be committed to the ideology and policies of the Government. Generally, induction has two aspects. The first is usually the direct responsibility of the new employee's immediate boss: to introduce the new arrival to his work, his workplace, his colleagues, working systems, rules and requirements, and his terms and conditions of service. This is *not* a training role, but a direct managerial responsibility. The second aspect of induction is more often viewed as a training activity: to provide the new employee with a basic understanding of the wider policies, structures, systems, priorities, and issues of the whole organisation – in this context, the Public Service. This is frequently done on a short, formal, off-job course.

The SIPU/TMB effort appears to have focused on both aspects of induction. Since 1985 studies have been undertaken to determine the needs for induction, to develop essential materials for Public Service managers such as an induction guide and a handbook for new entrants, and to train induction personnel. We understand that the induction guide is currently being printed, for distribution to Ministries.

As with the Training of Trainers sub-programme, we consider the induction activities to be substantially complete and to have gone a considerable distance in meeting a real need.

#### *Radio Project*

This has essentially consisted of supplying equipment and training a trainer at Domboshawa Rural Development Training Centre in the design and recording of radio programmes for rural people, as a regular contribution to rural development (a priority for the Zimbabwe Government). As far as we could judge, the SIPU/TMB programme has provided a useful foundation for ongoing development. It now remains for the Radio project to use the considerable local expertise of radio broadcasting in Zimbabwe, to ensure that the regular programmes for rural people are interesting and relevant.

Although, as mentioned earlier, the different activities involved have varied in quality, we are generally satisfied that the Training of Trainers efforts have addressed a real priority need and in relation to costs have made a substantial contribution to the functioning of the Public Service.

### **5.3.3 Production of Training Materials**

A major aim of the co-operation, especially in the area of Training of Trainers, has been not only to provide training by SIPU but also to transfer training skills so that programmes can be taken over by Zimbabwean officers and run as ongoing

activities. An associated purpose has been the production of training materials which can be used by Zimbabwean trainers. We consider this to be an important part of the co-operation. We have not been able to inspect all the materials produced so far, but we have recorded positive reactions by trainers in the training centres in particular concerning some of the materials designed for their regular use. These have included learning packs, trainer's manual and audio-visual aids which have practical value. As with all such productions some materials have obvious limitations, for example in their tendency to equate training with formal off-job courses, and the rather dated handbook on time management. However, in general we consider this area to have been a practical and lasting outcome of the co-operation which, in relation to costs, appears to be a good investment of resources.

Another sub-programme which has resulted in the production of useful materials has been the Induction programme. An induction guide is currently in the hands of the printer and when distributed to Ministries will provide the basis for standard induction procedures throughout the Public Service. If the guide meets the expectations of personnel officers it will be a useful contribution in an area identified in the Governments' Training Policy as a major priority area.

#### **5.3.4 Studies in Areas of Special Interest**

The two main studies included in this sub-programme are Public Service Reform 1 and 2 addressing Co-determination, and Development of a Computerization Strategy for the Public Service.

Both studies emanated from the first study visit to Sweden by the Ministry of the Public Service in 1983. The Zimbabwean visitors became interested in the co-determination system in Sweden and wanted to know more about it and a possible adaption to the Zimbabwean context. As a result a SIPU-consultancy was carried out in Zimbabwe and a study visit to Sweden was arranged for the National Joint Council of Zimbabwe.

The objective of this study is vague and general. The cost of the consultancy and the study visit to Sweden was about SEK 550.000. Although an exchange of ideas and experience may have a certain value, we do not think the benefits justify the cost, especially in the light of pressing needs in many other areas of public service training.

The computerization study was carried out by two SIPU-consultants in 1985-86 to a cost of about SEK 280.000. The needs of a computerization strategy may be very urgent to Zimbabwe, but would seem to fall outside the area of public service training. SIDA has clearly expressed that it will not finance further development of this programme. We believe that studies which do not form a natural and integrated part of the SIPU-TMB co-operation should not be included in the programme.

The sub-programme Studies of Special Interest has been created to give TMB a



possibility to pursue ideas that may come up in discussions between the institutional partners. Although this may give a certain desirable flexibility to respond to upcoming needs, there is also a risk of including studies which do not really belong in the programme. Also, undertaking an initial study naturally leads to expectations of further involvement in the area and it may be difficult to reject future proposals once a new area has been included in the programme.

### 5.3.5 Development of a Procurement Training Programme

The Public Sector Procurement Programme was initiated in 1985. Internal reports in Zimbabwe, as well as a SIPU consultancy report indicated an acute lack of proper procurement skills resulting in ineffective procurement and a great loss of domestic and foreign currency funds to Zimbabwe.

Following an initial study by a SIPU-consultant, a procurement training programme was developed by the same SIPU-consultant. The programme and the training material produced were then tested in a pilot workshop in Zimbabwe in late 1985. In 1986, six workshops (four Basic and two International Procurement workshops) with a total of over 100 participants were conducted by the SIPU-consultant and a selected Zimbabwean counterpart trainer. Later, this counterpart and one other trainer were sent to Sweden and Britain on a three months attachment programme in order to acquire deeper insight, knowledge and experience in the procurement procedures at different levels. Back in Zimbabwe, the two trainers with the assistance of the SIPU-consultant are now preparing for an institutionalized Procurement Training Programme at Highlands National Training Centre.

The Procurement Training Programme has been described here at some length because we find it an example of a well defined and properly designed programme meeting a real need in the public service.

The objectives of the programme are clear (improved effectiveness of the procurement in the public sector) and the target group well defined (procurement officers at different levels in Ministries and their superiors). Already at this early stage, more than 100 people have been trained in the six workshops. Training materials have been produced for the workshops and there are plans for producing a much needed Procurement Manual. The Ministries have responded very positively to this training programme and the need for further training is urgent. The reactions of the participants have been very positive. Although, it is too early to determine the effectiveness of the training as related to job performance and ultimately to the effectiveness of actual procurement, there is reason to believe that this programme will result in improved procurement procedures and more effective utilization of government funds. We strongly recommend the introduction of systematized evaluation on an ongoing basis for this programme.

The cost of the procurement programme (SIPU-consultancies, attachment

programme for two Zimbabwean trainers etcetera) amounts to just over SEK 1,5 million since the start of the programme. We consider this money well spent in view of the anticipated achievements of the programme and the possibilities of considerable future savings to Zimbabwe.

### 5.3.6 Development of a Management Training Programme

In all large organisations the maintenance and upgrading of managerial competence is a continuing need, and frequently a priority area. This is especially so in situations of rapid change and emerging new priorities, as is the case in newly independent countries like Zimbabwe. Management training is a complex task, requiring long term perspectives and clarity of purpose. To be effective, it has to be: clearly related to *real* needs; carefully designed in terms of learning strategies (e.g. on-job development or formal courses) and teaching methods; flexibly implemented and sensitive to changing learning needs; rigorously reviewed at the levels of individual learning, on-job individual performance change, and contribution to organisational performance. Management training is a costly activity, and it is important to assess potential benefits in terms of job performance and organisational effectiveness in relation to planned expenditure of resources. This is particularly important at the more senior levels where the complexity is greater and the cost to the organisation of removing managers from their jobs, to send them on formal courses, tends to be very great.

These issues have guided us in reviewing the activities undertaken so far in this area under the co-operation. Activities which have been classified so far under the general heading of management training have focussed on a number of different areas, including the development and initiation of a new training programme in Personnel Management; a programme to establish needs and introduce training in the management of development administration for Professional and Technical officers involved in rural development; development of Training Administration. In addition, the consultancy skills programme is to lead into what has been labelled In-house Management Training, in Ministries.

We have stated elsewhere that we have been encouraged to note that activities under the co-operation have been moving away from the centre (TMB/DART) towards the extensive needs in the Ministries at all operational levels. The efforts listed above are an indication of this trend, which we support.

Turning to the Personnel Management Training Programme, we consider this to be an area of activity which is addressing well recognized needs in the Public Service, and in relation to cost has proceeded in a businesslike and well focussed manner. A relevant structure of training courses has been developed and initiated at Highlands National Training Centre, involving the development of appropriate trainers on the staff there. This is a promising approach, and we would hope that if

its relationship between TMB/DART can be resolved, ZIPAM will be involved with Highlands in meeting personnel management needs at more senior levels of the Public Service.

From the diverse nature of the activities mentioned above, it can be seen that efforts are being made to identify and address training needs in a number of areas. The question we have had to ask is whether these activities at present add up to the development of a coherent, comprehensive programme for the training of managers in the Public Service.

An important factor here, discussed in several places in this report, is the structure and relationship of those organisations which would logically be involved in the complete task of developing such a programme. It appears clear to us that ZIPAM, as the national institute for training in administration and management, would have a key role in initiating, monitoring and co-ordinating the contributions to the programme which would be required from a number of organisations. These organisations would include TMB's training centres, which at several levels are involved in the training of lower and middle level managers, and Ministries, which would need assistance in articulating needs for management training and defining priority areas. As indicated earlier, it has been intended that ZIPAM's clients would be public servants of the rank of Assistant Secretary upwards. If this cutoff point were to be rigidly applied it would, in our view, make the development and implementation of a coherent training programme, for managers at all levels, very difficult; especially in those situations where management development should appropriately take place 'vertically', within a Ministry.

Another issue is the relationship between TMB and ZIPAM, also discussed elsewhere in detail. The question for us is: how should ZIPAM work, for example, with Highlands National Training Centre, which would have important contributions to make in developing the programme? Highlands NTC is at the moment managed by TMB and has no formal role in relation to ZIPAM.

In our recommendations we have suggested that a coherent training programme for all levels of Public Service managers should be developed as a matter of priority by ZIPAM in collaboration with SIPU, and that these development activities should be co-ordinated by TMB. This will be considerably facilitated if the working relationship between ZIPAM and TMB can be resolved. At present the diverse activities taking place under the co-operation and the short ad-hoc seminars being mounted by ZIPAM's Development Administration and Management Department do not in our view constitute a basis for the development of a longterm, need-based management training programme. This will require: a comprehensive analysis of what Public Service managers at various levels actually do, the level of their current performance, and the real needs for enhanced knowledge and skills; the close co-operation of the organisations involved in designing a programme to meet the

developmental needs of managers as they progressively rise in the Public Service hierarchy; careful selection of strategies in terms of on-job and off-job developmental training activities, for example in a modular programme structure; centrally monitored implementation of the various levels of training activity at the appropriate training locations; and rigorous review procedures designed to establish clearly the link between training activities and job performance.

In terms of content, the precise design of each stage of the programme will obviously be dictated primarily by the priority areas of identified training needs. Generally we would regard it as important that a manager progressing through the programme should be exposed to the total spectrum of management tasks, including analytic and information processing skills, decision making, interpersonal and communication skills, financial management, policy formulation and planning, and coaching skills. In addition, especially since we have recommended that the programme of consultant training should be discontinued, it is probable that at a certain stage of his development a manager should learn relevant consultancy skills, and we should see this as an important component of the programme.

### **5.3.7 Buildings and Equipment**

At TMB and at each one of the training centres visited we checked the equipment received through SIDA/SIPU. At Domboshawa we also saw the new library building which had been completed in 1986 after an extended construction period. Unfortunately, this building was not yet in use, due to the fact that security wire at windows and entrance doors had not yet been mounted. The Ministry of Public Construction and National Housing is to complete this minor detail. In our opinion an early solution should be sought to this problem so that this much needed building can start to be used.

As agreed with SIDA, we did not visit Inyati – the district training centre financed by SIDA, now under construction.

The equipment financed by SIDA consists of one off-set machine, a number of overhead projectors, slide projectors, film projectors, flip charts etcetera.

Our main impression is that a good part of the equipment is appropriate, well utilized in training activities and highly appreciated by the trainers. There is no doubt, however, that there has been an over-supply of certain items. For example, a considerable number of overhead projectors are not being used because no training is taking place any more (TMB headquarters), because there are more projectors available than needed (Domboshawa) or because overhead projectors are not appropriate for the courses given and there is no electricity in the class-rooms (Toronto district training centre).

At TMB headquarters there is an expensive off-set machine delivered one year ago which has not yet been installed. A proper place for the machine is lacking and



there is now some doubt as to whether the TMB/DART will actually need it.

At TMB/DART there is also a small library of management literature mainly provided by SIPU. The library is not being used much now that TMB/DART is not running courses and some of the TMB staff have been transferred to ZIPAM.

At ZIPAM on the other hand, a library of management literature is being set up at this point in time, mainly with books provided by the British Council. We suggest that the question of reallocation of books from TMB/DART to ZIPAM should be looked into. The possibility of transferring the off-set machine and some of the overhead-projectors and other equipment to ZIPAM should also be considered in view of ZIPAM's functions in the area of management training.

We are concerned about the way excess equipment is now being stored at TMB/DART. Facilities for the repair of equipment must be provided also to training centres outside Harare. In a few cases we also found equipment from Sweden with instructions only in Swedish.

On a general level we strongly suggest that only equipment which can be serviced in Zimbabwe and for which supplies are available in Zimbabwe should be delivered. At present for example, toner for photo-copiers and transparencies for overhead-projectors have to be supplied from abroad. This situation creates an unfortunate long-term dependency on external donors.

## CHAPTER 6

# Modes of operation

## 6.1 Strategic considerations

It would be natural to find differences in perspectives in an institutional co-operation, especially when the two organisations concerned are not functionally or structurally equivalent. Thus we were not surprised to find that there were such differences in some areas of the SIPU-TMB/DART co-operation. However, these were in most cases not serious and in our view did not substantially hinder activities. Our terms of reference mention specifically, as examples of strategic considerations: on-job versus formal courses; the relationship between training and incentives; pedagogical methods; and centralisation versus decentralisation (dealt with separately below, at 6.6). In fact these issues did not emerge as areas where perspectives were noticeably divergent. As in all areas of training activity, the co-operation has produced a variety of on-job and off-job approaches, although there has been an emphasis on formal courses. In terms of incentives, the type of general training which has been the focus of the co-operation is not usually tied in any formal way to incentives, as is the case for example in the training of technicians and professionals where success in each examination stage leads to promotion to a higher grade; in more general training for managers and administrators the emphasis is on the improvement of working competence rather than tested professional knowledge. Pedagogical methods have not been an issue; as would be expected, the training activities undertaken have used a variety of methods. New methods introduced by SIPU, notably the project-based approach, have been appreciated. The one area where we did receive some negative comments was the rather dated sensitivity form at of the first part of the consultancy training programme.

It is perhaps worth commenting in connection with perspectives that SIPU is very clear in its understanding that its client is TMB/DART. As with all such consultant – client relationships, there is the possibility of developing a mutually beneficial co-operation, and we have emphasised that we see this as a very positive aspect of the SIPU-TMB/DART relationship. We have been impressed by SIPU's



consistent policy of sensitivity and adaptability to the needs and priorities of its client. There is, however, also a risk in such long-term collaboration. That is that the two parties become mutually dependent and tempted to see their joint self-development as the priority. This has not been a major problem in this particular case and we have been pleased to note that the SIPU-TMB/DART emphasis has begun to move outward, away from TMB/DART's self-development and towards the pressing and extensive needs of the rest of the Public Service.

## **6.2 Relevance of SIPU inputs**

We have noted elsewhere that SIPU's inputs have varied in quality. In a co-operation involving such a wide and diverse range of activities, such variations are not surprising. SIPU's deliberate policy, which we see as its major strength, of attempting to respond flexibly to the needs and priorities of its client, TMB/DART, has clearly done much to ensure that many activities have addressed real needs in an appropriate way. We have made more detailed comments on the various sub-programmes at various parts of this report, so in this section we would only make brief general comments.

It was noted earlier that the development of a competent cadre of trainers for the Public Service was identified soon after independence as a major priority area. We have considerable evidence to suggest that overall the many SIPU inputs in the Training of Trainers programme have been relevant, and have upgraded trainer abilities and produced useful training materials.

With regard to the question of relevance, we have considered the identification of *real* needs for the upgrading of knowledge and skills; the selection and useful definition of appropriate target groups; precise definition of training objectives; the appropriate design of training activities, having regard to competing demands for resources and urgency of need (e.g. programme length and cost in relation to benefits); and practical outcomes in terms of job performance. We have noted the serious weakness of the co-operation in relation to review and evaluation generally. The other criteria listed above have been met to varying extents in the different sub-programmes.

## **6.3 Criteria for selection of consultants**

Out of a total of 31 consultants provided by SIPU during the period of 1983-1987, 12 have been SIPU staff and the rest, 19, external (but having four ex-SIPU staff amongst them).

In terms of all consultancies undertaken during the same period, the total number is 63. 31 of these consultancies have been carried out by SIPU-staff.

Consultants have been drawn from a wide variety of backgrounds, and it appears that SIPU's arrangements for their briefing for work in Zimbabwe have

been well designed and appropriate.

Over the period of four years, the first years showed a bias for external consultants, while since 1984 this has changed giving a balanced figure in 1984 and 1985. In 1986 finally, there is a strong bias for SIPU-internal consultants.

SIPU seems in other words to have extended the use of its own staff which also reflects the obvious fact that more experience has been gained within the organisation.

SIPU's priorities for selecting consultants are as follows:

1. SIPU staff
2. other government organisations
3. public service in general
4. others, i.e. the private sector

As far as we understand, SIPU has responded positively to reactions and comments made to them about consultants. This does not necessarily mean that there have been no disagreements with TMB.

TMB's view is that in response to changing demands and increasing complexities of the programme (e.g. the Management Training programme), SIPU's capacity would benefit from a broadening of its consultant recruitment base not only in Sweden but possibly also internationally.

#### **6.4 Arrangements for the institutional co-operation**

Institutional co-operation is normally a partnership relation between sister organisations in Sweden and in the recipient country. The two institutions co-operate directly without the involvement from SIDA, once a programme, including defined objectives, main activities and a budget, has been agreed upon.

In the institutional co-operation between TMB and SIPU a major aim has been to assist in establishing TMB and in building the competence of its staff and thereby supporting the development of an efficient Public Service.

For SIPU, having a very limited experience of work in Africa, this co-operation became the first major institutionally based international consultancy undertaking. The co-operation could therefore be described as a mutual learning process based on an exchange of experiences and ideas rather than a traditional senior-junior relationship.

Consequently, a lot of the activities, particularly at an early stage of the co-operation, have been focusing on familiarization both in Sweden and in Zimbabwe.

SIDA seems to have been fully aware of these limitations and has given the two institutions substantial freedom in developing the co-operation for the long-term benefit of both parties.

In light of the above, traditional cost-effectiveness criteria seem inappropriate to use in assessing the co-operation. Nevertheless, it seems obvious that SIPU's initial lack of experience inevitably limited the effectiveness of the co-operation.

As a co-operation of this type by nature involves a variety of activities, normally a coordinator is appointed within both organisations. In the TMB-SIPU co-operation a SIPU-coordinator based in Sweden was appointed at an early stage. Following discussions and demands from SIDA to strengthen the co-ordination of the programme, a Zimbabwean coordinator at TMB was appointed.

SIPU and SIDA have on several occasions suggested a permanently based SIPU-coordinator to be posted in Harare. This suggestion was not adopted.

In the opinion of the evaluation team some of the shortcomings noted by us, for example the less than optimal use of consultant time, lack of coherence in the programme, would have been reduced if a SIPU-coordinator had been posted in Harare.

The involvement of SIDA headquarters and the SIDA office in Harare in monitoring the programme has been limited. In view of the known shortcomings in the co-ordination of the programme, and TMB's reluctance to have a SIPU-person posted in Harare, a closer involvement by SIDA-Harare would have been beneficial. On the other hand such an involvement is not expected in the institutionally based co-operation, neither has SIDA-Harare had the staff capacity to play such a role.

The nature of the reorganisation of TMB and the reallocation of responsibilities, particularly in relation to ZIPAM, which is taking place at present inevitably affect the institutional co-operation between TMB/DART and SIPU.

Until working relationships are established under the new organisational set-up we cannot suggest a continuation of traditional institutional co-operation between TMB/DART and SIDA. Nor can we suggest that the new partner be ZIPAM.

Meanwhile, awaiting the outcome of the reorganisation, we suggest an interim co-operation based on a few sub-programmes rather than on development of TMB/DART as an institution. The programme should be co-ordinated by TMB/DART, but the training activities and the development of training programmes should be carried out in a direct co-operation between the responsible training centre or ZIPAM and SIPU.

It is then assumed that in the case of management training the original target group for ZIPAM is enlarged to include all management levels within the Public Service.

Our recommendations on the future interim co-operation might seem to reduce the need for a permanent SIPU-coordinator in Zimbabwe. Considering the nature of an integrated management training programme and the new organisational division of responsibility between TMB and ZIPAM, we suggest that SIPU's involvement should include longer term assignments of several months' duration in

order to provide not only administrative, but appropriate professional capabilities for the development of the programme.

We also understand that the SIDA-office in Harare would be capable of undertaking a more active role in monitoring of the programme as the staff will be increased during the next financial year. The co-ordination on the Zimbabwean side has gradually improved and has been handled by one staff member of TMB who has now been transferred to ZIPAM. This change calls for priority action in appointing a coordinator at TMB/DART for the co-operation with SIPU.

Looking to the future, it has been indicated to us that there are two possible scenarios:

1) TMB/DART would remain responsible for training policy and co-ordination of the training centres, possibly including ZIPAM.

*or*

2) ZIPAM would become the organisation responsible for these functions.

In case the first scenario eventuates TMB/DART would continue to be the appropriate institutional partner to SIPU but only provided that ZIPAM's role, responsibility and relationship to TMB/DART are sorted out.

If the second scenario eventuates ZIPAM would appear to be the appropriate partner to SIPU but this would involve radical changes of its current role and structure and relation to the Ministry of the Public Service.

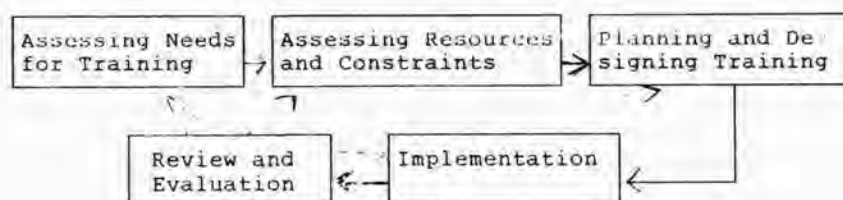
Turning to the Swedish side of the co-operation SIPU recognises that in the natural course of events there will come a time when its services can appropriately be phased out. Therefore a continuous review of progress towards this outcome is necessary.

In considering the future pattern of this co-operation in relation to such changing demands, as for example within the Management Training Programme and the support for the Rural Development Programme, it will be particularly important to match demands to supply capability.

## **6.5 Evaluation of training activities**

The training of individual employees is one way of dealing with the organisation in need to remedy deficiencies in current work performance and to meet evolving needs for enhanced abilities. In selecting training for these purposes, the organisation is implicitly assuming that the training of individuals in some way is connected with improving the overall performance of the organisation in producing goods or delivering services. Experience has shown that this connection requires

deliberate managerial actions if it is to be more than a mere assumption. A systematic approach to the management and implementation of training involves a number of discrete but interdependent ongoing stages:



In this section we are considering the evaluation measures employed in the activities undertaken within the co-operation. The following model shows the stages which are necessary if the connection between the training of individuals and the improvement of organisational performance is to be a reality; the second column indicates who would have to take action to ensure that the necessary connection is established; and the third column shows the appropriate level of review and evaluation (against systematically established training needs):



Assumed Connections	Action needed by	Review & Evaluation of
TRAINING INDIVIDUALS		TRAINEES' REACTION
assumed to lead to:	TRAINERS	
↓		
INDIVIDUAL LEARNING		LEARNING ACHIEVED: Skills, knowledge
assumed to lead to:	TRAINEE'S BOSS	
↓		
IMPROVED INDIVIDUAL JOB PERFORMANCE		CHANGE IN PERFORMANCE: Before & after training
assumed to lead to:	SENIOR MANAGEMENT	
↓		
IMPROVED ORGANISATIO- NAL PERFORMANCE		MEASURES OF ORGANISA- TION'S EFFICIENCY + EFFECTIVENESS

Clearly, review and evaluation become increasingly complex from the reaction stage to that of attempting to measure the organisation's performance. Not surprisingly, therefore, it is usual to find that most review efforts tend to be at the trainee reaction stage (sometimes called the 'happiness measure').

In our investigations we found that the training activities undertaken within the co-operation, and those being implemented in the training centres we visited, were reviewed at the reaction level only. Training centre staff seemed generally to associate review and evaluation with physical follow-up, by trainers, after courses are completed. This is undoubtedly a useful practice if undertaken on a systematic basis, but it is also expensive and time consuming. Other possibilities include involving the trainee's immediate boss, both before and after the training, in judging on-job performance, and designing pre-training and post-training measures of individual abilities. In addition, we were somewhat puzzled to find that no attempt is made to relate training to reports of employee performance produced by the performance appraisal system used throughout the Public Service.

In our recommendations we have suggested that more attention be given to the design and use of a more rigorous system of review and evaluation, going beyond the reaction stage which is a wholly subjective and unreliable measure. We regard this as a serious shortcoming of the co-operation, in the sense that objective information is needed both to assess the impact of training on organisational



performance and to provide feedback for trainers in the assessment of needs and design and implementation of training activities.

In urging a more comprehensive system of evaluation we are conscious of the difficulties involved, particularly at the level of organisational performance. However, we are concerned to see a higher level of cost consciousness which inevitably involves a consideration of inputs and outcomes. We therefore believe that attention to this crucial aspect of training will provide major benefits.

## **6.6 CENTRALISATION VERSUS DECENTRALISATION OF TRAINING ACTIVITIES**

The question of centralisation or decentralisation has at least two dimensions in this co-operation. First it can be analysed in terms of allocation of resources between the centre and the periphery, secondly, by looking at the approach to training needs and how they have been met.

A competence building of TMB and its staff has been one of the major parts of the institutional co-operation. In terms of investments substantial resources have been allocated to a relatively small number of persons. This can be seen as leading to an imbalance between TMB and other Government organisations. We note that in several of the consultancy reports from the different sub-programmes the need for extending the programmes, particularly to provincial and district levels, has been mentioned. This we understand has been a recognition of the need to move the emphasis towards provincial and district levels and to build up training administrations in other Government organisations.

In terms of physical resources there has been an attempt to spread training equipment to the existing training centres. We note, however, that there is a need for reallocating from TMB headquarters the training equipment, e.g. overhead-projectors, printing facilities, books etc, to training centres including ZIPAM. Also, one could possibly question the need for sophisticated AV-equipment in district training centres as they are lacking far more essential facilities to enable them to run their activities. This we see as one of the more obvious signs of a centralistic approach to the needs of training centres.

Many of the training programmes have been developed at the central level and brought out to the training centres to be run on a regular basis. Staff development activities also seem to reflect an emphasis on the center. Training needs should be analyzed at the appropriate level. In order to improve the quality of the training activities and to enable evaluation in relation to job performance, a more decentralized approach to needs would be required. This would also be the case when developing training programmes for Ministries.

We believe that important training inputs already have been made to provincial and district training centres, e.g. in improving the Training of Trainers programme,

and to a lesser extent in management skills (as part of the consultancy training). By analysing the needs and bottlenecks of the training centres, priorities can be assigned and a relevant staff development programme worked out. In contrast to the situation at Highlands and Domboshawa, the main constraint on the provincial training centres does not seem to be shortage of trainers but of operational funds. As a consequence the centres are at times underutilized.

The role of the district training centres seems to us somewhat unclear. Although their main task is said to be the provision of facilities for training and related community activities for local people they seem to be regarded by TMB as a district version of provincial training centres. In order to make them real community centres they would need to be placed close to population centres, e.g. growth points, and be equipped for carrying out practical training such as horticulture, sewing etc which calls for entirely different equipment and facilities than formal courses.

In our recommendations we have supported the continuation of what we have referred to as the Rural Development Programme as a logical outcome of our argument for a more decentralized approach. We would envisage this programme as being a support to these ministries working at the local level in analysing and meeting their training needs. This will involve the roles, priorities and needs of district training centres.

## CHAPTER 7

# Conclusions and recommendations

## 7.1 TMB – SIPU co-operation 1982-1986

The overall objective of the co-operation programme has been to improve the efficiency of the public sector at all levels in order to create a better foundation for economic growth and for more effective utilization of internal as well as external resources. Our assessment has shown that the SIPU-TMB co-operation has actively contributed to this objective. Although, as would be expected, there is still a long way to go to fully attain the objective, considerable progress has been made in a relatively short time. Operational objectives have focussed on strengthening and improving existing training for civil servants; assisting in restructuring the public service through training and consultancy studies; improving TMB's efficiency through training; development of a management training programme for the public service; construction of training facilities; creation of a public sector procurement training programme. SIDA through SIPU has attempted to achieve these objectives by building the competence of staff through training, and by the provision of training facilities, equipment and materials.

These objectives have guided our investigations, and formed the background for our recommendations. It is clear to us that SIPU's involvement at a crucial time as an active partner has done a great deal in assisting the institutional development of TMB and in building the competence of its staff. SIPU became an important ally, helping TMB in establishing its identity and in the difficult task of building relationships with existing organisations (e.g. Highlands National Training Centre).

SIPU has viewed its relationship with TMB as mutually beneficial, exchanging ideas and experiences; and it has positively attempted to remain sensitive and adaptable to evolving Zimbabwean needs, as articulated by TMB. The partnership between the two organisations has made a major contribution to the production of needed training materials, and towards meeting priority needs for training in such areas as training of trainers, rural development and induction. SIPU's initial lack of experience of working in Africa inevitably limited the effectiveness of the co-operation. SIPU's inputs have been of variable quality; we note an apparent lack of

coherence in the training activities produced by the co-operation; although some sub-programmes have an internal consistency, it is difficult to identify an integrated approach across the sub-programmes.

A serious shortcoming concerns the question of evaluation. This has taken place at the level of participant reaction only, a wholly subjective and unreliable measure, and attempts have not yet been made to relate training to job performance. This has meant that there has been no objective feedback to enable training activities to be adjusted and no way of judging whether training has had the intended effect of improving job performance. A precondition of objective evaluation is careful identification of needs and target groups, and in those instances where this has been done it has not been used for evaluation purposes.

In terms of cost-effectiveness, we have some concerns about the expensive programme of consultant training; study tours and conferences. We have noted that shortcomings in co-ordination of some activities in Zimbabwe, possibly caused by overloading of TMB's capacity, have on occasion caused the less than optimal use of consultant time. We have also found evidence that in some cases facilities, equipment and books supplied under the co-operation have not been fully or appropriately used.

In terms of allocation of resources, the concentration on developing the capabilities of TMB staff could be seen as leading to an imbalance between TMB and other Government organisations. As a consequence, a heavy investment of resources has been made in a relatively small number of individuals. It is encouraging to note that the emphasis has recently begun to move outward, away from TMB/DART's self-development and towards the pressing and extensive needs of the rest of the Public Service.

The sub-programmes appear to fall into three groups:

a) Those who have largely met their objectives and have been taken over by the Zimbabwean organisations, i.e.

- Training of Trainers
- Induction Training;

b) Those which are ongoing but will be handed over in the foreseeable future, i.e.

- Procurement Training
- Personnel Management Training;

c) Those about which we have some reservations, i.e.

- Consultant Training
- The Management Training Programme.

### 7.2 The present situation

For the period of the co-operation SIPU's institutional partner has been TMB. TMB is now going through a period of reorganisation as a result of its new identity as DART. Essentially, it will no longer undertake direct training, but at the moment it retains its management role in relation to the national, provincial and district centres. The creation of ZIPAM as a national institute whose board of directors is the Public Service Commission means that the training of senior civil servants is formally outside the ambit of TMB/DART. A major concern of the evaluation team is that the working relationship between TMB/DART and ZIPAM remains unresolved. This is a complex matter and it may be that the parties involved might benefit from a considered outside view. The position has recently been further complicated by the transfer to ZIPAM of an important part of the Swedish funded activities and of several TMB/DART officers, including the individual responsible for co-ordinating the SIPU co-operation. This means that the original basis for the institutional co-operation between TMB/DART and SIPU no longer exists.

### 7.3 Recommendations

As a team we have been told of various intentions for the restructuring and reallocation of responsibilities between TMB/DART and ZIPAM. However, in making our recommendations we cannot act on such intentions, but on the situation, as it is, i.e.:

- a) TMB/DART continues to operate the national, provincial and district training centres;
- b) TMB/DART continues to have the responsibility for developing the training function within ministries; and
- c) ZIPAM has the specialized role of providing management training for the senior managers of the Public Service and has no formal role in relation to any of the other training centres.

We would have liked to be able to suggest a future institutional partner for SIPU but given the present unresolved situation we cannot do so.

1. *We therefore suggest* an interim solution until the organisational set-up is decided and implemented, as follows:

The co-operation should no longer focus on institutional development of TMB/DART, but rather on a continuation of some of the existing programmes. For these



programmes, listed below, TMB/DART continues to be the appropriate co-ordinating body:

- Procurement Training
- Personnel Management Training
- Support to the Rural Development Programme (decentralized focus)

2. We consider it important that the development of an integrated, structured management training programme for all management levels of the Public Service should be developed as an ongoing activity and be given high priority. *We therefore recommend* that for the time being this programme should continue, that TMB/DART should be the coordinator for it, and that ZIPAM should develop the programme in collaboration with SIPU.

3. From the above it follows that it would be inappropriate to extend the programme to new areas. *We therefore recommend* that no new sub-programmes be initiated during this interim period.

4. *We recommend* that TMB/DART should appoint an officer to be responsible for the coordination of the programme.

5. *We recommend* that steps be taken to assess more rigorously the costs and benefits of each activity within the co-operation.

6. *We recommend* that training needs and priorities should be systematically identified, that target groups should be specified precisely and that training activities should be evaluated in terms of their effects on job performance.

7. We recognise that there may be a need for consultancy skills in the Public Service, but we have no indication of the magnitude of such a need, neither do we consider it a priority when considered against areas where the needs are clearly very great (for example, management training). In view of these considerations, the cost of the programme, and the apparent vagueness and confusion over needs and objectives, *we recommend* that the consultancy training programme be discontinued.

8. *We recommend* that machinery be set up to ensure that all equipment, books etc, supplied within the co-operation should be appropriately located and correctly used, stored and maintained.

9. SIPU was selected as the institutional partner in 1982 because it was clearly



the most appropriate institution in Sweden. As would be expected over a period of five years, changes have been taking place in TMB/DART and in the emphasis of the training activities themselves. This ongoing process of change is natural. *We suggest* that this is a suitable time to consider whether SIPU alone can continue to meet evolving needs.

## APPENDIX 1

# Terms of Reference for an evaluation of the Swedish-Zimbabwean cooperation programme regarding public service training

## 1 Background

### 1.1 Contents of the cooperation programme

The cooperation between Zimbabwe and Sweden in the field of Public Service Training started in late 1982 when the first part of the programme was planned.

Initially the cooperation focused on four main areas

- Staff Development
- Training of Trainers
- Production of Training Material
- Studies in Areas of Special Interest within the Public Service

Later on another three areas were introduced

- Development of a Public Sector Procurement Training Programme
- Development of a Management Training Programme
- Buildings and Equipment

The programme has been designed as an institutional cooperation between the Training Management Bureau (TMB) of the Ministry of the Public Service (the recipient on the Zimbabwean side) and the National Institute for Civil Service Training and Development (SIPU) in Sweden.

A comprehensive description of the programme is found in the Joint Report from Annual Consultations on Support to the Public Administration Sector, April 21 – May 5, 1986. More detailed information is available in Progress Reports prepared by TMB and SIPU, and in the various consultants' reports from their missions.

The present agreement between Zimbabwe and Sweden with regard to Public Service Training expires June 30, 1987 and a new three year agreement will be discussed and negotiated in April/May 1987. In order to provide the decision makers

with as much direction and evaluative information as possible, it has been agreed that an evaluation be made before April 1987.

## **1.2 Objectives of the cooperation programme**

The overall objective of the cooperation programme on public administration as stated in official joint documents is to improve the efficiency of the Public Sector at all levels in order to create a better foundation for economic growth and for utilization of internal as well as external resources.

The operational objectives as stated in SIDA's internal memorandum for decision-making (insatspromemoria) dated May 12, 1985 are

- to strengthen and improve the existing training for civil servants on all levels,
- to assist in the restructuring of the Public Service through training and through the provision of expertise for e.g. consultancy studies,
- to improve the efficiency of the work of TMB through training of its staff,
- to improve the management capacity within the Public Service through the development of a management training programme,
- to increase Government's possibilities of carrying out public service training through the construction of a training centre,
- to improve Government officials' knowledge on procurement procedures and techniques through the creation of a public sector procurement training programme.

SIDA has attempted to reach these objectives through

- building up the competence of staff involved in public service training in Zimbabwe, and
- providing this staff with better tools for their activities (e.g. training material, equipment, physical training facilities).

## **1.3 TMB's organisation and responsibilities**

The Public Service Commission, through its Training Management Bureau (TMB) is responsible for public service training as a whole in Zimbabwe. A Training Policy for the Public Service has been approved by Cabinet in May 1985.

TMB was created at independence. It has three branches/units

- The Administration and Management Training Section,
- The Rural Development Training Branch,
- The Manpower Planning Unit

The Administration and Management Training Section consists of a unit at Head Office and the Highlands National Training Centre in Harare. A major task for the section during the first years of independence was to run seminars and workshops for middle and senior managers. The Highlands National Training Centre runs courses for lower and middle level staff in administrative and managerial topics. The section is responsible for training administration in general, developing new areas for training and for the production of training material in administration and management.

The Rural Development Training Branch consists of one national training centre, and a number of provincial and district training 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. The programmes consists of various long and short courses for public servants from ministries and local government agencies. An important target group are the extension workers of the ministries involved in rural development activities.

The Manpower Planning Unit is responsible for developing, updating and maintaining a civil service manpower plan.

In May 1985 a joint TMB/SIDA-team made a study with the aim to give an overview of the present situation as regards Public Service Training and the development trends as well as issues of importance for the future of this sector. The study, entitled Public Service Training, Needs and Resources in Zimbabwe, is available at SIDA and would provide useful background information for the present evaluation.

## **2 Objectives of the evaluation**

The objectives of the evaluation are to:

- assess the development and achievements of TMB and its training centres in particular programmes and sub-programmes which have received Swedish support,
- assess the cooperation between TMB and SIPU and the effects of the Swedish support on the performance and achievements of TMB,
- produce recommendations to SIDA and the Public Service Commission on the future direction and contents of the Swedish assistance geared towards

enhancing the efficiency of the Public Service.

### **3 Duties**

#### **3.1 Development and present position of TMB within the public service**

1) Describe the development of TMB since 1980 (Independence), its present role and activities and its relationship with other bodies working within its field of competence.

Particular attention should be paid to the following

- division of work between TMB and the Zimbabwe Institute of Public Administration and Management (ZIPAM),

- division of work and responsibilities between TMB and training departments in other ministries e.g. Ministry of Community Development and Women's Affairs (MCDWA), Ministry of Local Government, Rural and Urban Development (MLGRUD),

- extent to which TMB's services have been utilized by other government bodies.

#### **3.2 Achievements as a result of the cooperation between TMB and SIPU**

1) Briefly describe and summarize the results achieved within the various sub-programmes in relation to targets set including number of officers trained, training material produced, equipment delivered and improvement of physical facilities.

2) Calculate the direct costs for the various projects.

3) Identify the target groups for each sub-programme and relate these to the financial and material resources made available under the cooperation (thus assisting the cost-effectiveness of the programme).

Particular attention should be paid to the following

- steps taken by Government for the development of a management training programme for the upper cadres of the Public Service – problems, bottlenecks and constraints

- consultancy tasks performed so far by TMB-staff trained under the Consultancy Development Programme

- improved work performance by TMB
- improved performance by training officers trained under the Training of Trainers Programme
- utilization and reception of training material produced under the cooperation programme
- applicability and functioning of the Induction Programme
- distribution and reception by the readers of the Public Service Bulletin
- utilization and maintenance of equipment provided under the cooperation programme.

### 3.3 Modes of operation

1) Identify strategic considerations/objectives in priority order and target groups as perceived by the various actors in the process (TMB-management, staff, SIPU-management, staff, consultants).

By strategic considerations are meant questions such as

- Should training generally take place on-the-job or through formal courses?
- Should training be directly related to incentives or not?
- Which pedagogical methods are most efficient?
- Centralisation versus decentralisation of training activities (TMB, sectorial ministries, regional, district levels)?

2) Assess, in light of the above, the relevance of the know-how made available to Zimbabwe via SIPU.

3) Describe the extent to which this know-how has been available from within SIPU and to what extent outside consultants have been used including criteria used by SIPU for the selection of consultants.

4) Assess the efficiency of the arrangements for institutional cooperation as built up by SIPU and TMB.



Particular attention should be paid to the following

- the role of the two coordinators at TMB and SIPU
- preparation and briefing of consultants in Sweden and introduction upon arrival to Zimbabwe
- coordination between the various consultancies in Sweden as well as in Zimbabwe
- utilization of shortterm consultants and TMB's capacity to make use of them.

### **3.4 Recommendations on future Swedish assistance**

1) Make recommendations, in light of their findings on the future direction of and institutional arrangements for the cooperation with Zimbabwe in the field of public service training.

In making these recommendations the consultants shall take into account the following

- the need for concentration to a limited number of areas and sub-programmes
- widening of the cooperation to involve other partners than TMB and SIPU.

## **4 Reporting**

The consultants shall produce a comprehensive report in English on their findings with well defined recommendations for the future direction of the programme. The report shall include an executive summary and shall be structured in accordance with SIDA's internal model for evaluation.

Prior to leaving Zimbabwe, a draft report shall be submitted to and discussed with the Public Service Commission, the Ministry of the Public Service and the Development Cooperation Office of the Swedish Embassy in Harare.

The final report shall be submitted to SIDA not later than April 7, 1987.

## **5 Team**

The evaluation shall be carried out by a team consisting of 3-4 consultants.

## **6 Timing**

The work of the team is tentatively scheduled for a 5 week period commencing on February 23, 1987. Approximately two weeks of the time available will be spent

in Zimbabwe. The stay in Zimbabwe is tentatively planned for the period March 5-20, 1987.

## 1983-87 SIPU CONSULTANCIES AND SIPU-SUPPORTED TMB ACTIVITIES

				CONSULTANCY FEES*
1) STAFF DEVELOPMENT				
R	1983	Study visit to Sweden	Jeding	115.000
R	"	Workshop for TMB HQ staff	Jeding/Zackrisson/Fudge	83.000
	1984	Senior Management Workshop, Min. P.S., at Nyanga	Zackrisson/Synnerholm	129.000
R	"	Follow-up workshop TMB-staff	" "	122.000
	"	Preparation and familiarization Consultancy	Maguire	68.000
	1986	Study visit to Sweden	Synnerholm/Branting	95.000
R	"	Public Service Bulletin	Almqvist	89.000
	"	Attachment programme, 10 wks	Synnerholm	165.000
1983 - 86		Coordination at TMB and at SIPU	Synnerholm/Wade	

## Conferences - Participation (called professional cooperation) etc

1984	ASTD: Dallas, USA + study visit, Min. P.S. 2 pers			
1985	ASTD: St Louis, USA	"	"	"
1985	IFTDO, Stockholm	"	"	"
1986	Involving TMB in networks			16.000

## Consultancy Development Programme (until 1985 under Training of Trainers)

## 4 wk Consultancy Training for:

R	1984	4 TMB officers in Sweden		62.000
R	"	18 " " Zimbabwe	Jonsson/Zackrisson	454.000
R	1985	Feasibility study: needs for consulting skills in Zim Civ Serv	Ögren/Fudge	155.000
	1986	Organisational Effectiveness Course 8 pers, 11 weeks	Jonsson/Zackrisson	317.000
	1986	Development of Training Administra- tion	Andersson/Synnerholm	75.000
	1987	Organisational Effectiveness Course + cons skills + consultancies	Jonsson/Zackrisson	873.000 (budget)

\*) Consultancy fees only, excluding travel expenses

R = Report available

## 2) TRAINING OF TRAINERS

### Training of trainers, proper-

R	1983	Development of trainers programme	Carrick/Hansson	113.000
"	"	Trainers' Course (untrained trainers)	Fudge/Synnerholm	151.000
"	"	Workshop for senior trainers	Jeding/Synnerholm/Fudge	55.000
	1984	Trainers' Course II	Carrick/Hansson	15.000
"	"	New Trainers' Training and Induction Course	Branting/Hagberg	255.000
R	"	Advanced Training Skills Course	Andersson/Ogren	255.000
"	"	2 workshops: Training of Trainers	Tanem/Dahlin/Wikland	290.000
	1985	Leaders' Course for Advanced Trainers	Andersson/Ogren	137.000
1985/1986		Advanced Training in Methodology and Training Material Production: 2 workshops	Sawyer	

### Introduction Programme

	1985	Training of Induction Personnel (Induction Guide)	Branting	169.000
R	1986	Study of training needs for induction	Branting	56.000
"	"	Development of an Induction Programme		31.000
	1987	Induction Training Needs Analysis	Branting	

### Radio Project

	1985	Radio Project 1 (study visit to Sweden, 1 pers)	Hagberg	70.000
	1987	" " 2 (training in use of equipment)	Syberg	279.000 (budget)

## 3) PRODUCTION OF TRAINING MATERIALS

R	1983	Development of training material	Lindstrand/Vettergren	125.000
R	1984	Training material	Dahlin/Tanem/Wikland	138.000
R	"	Production of learning packs	Tanem	124.000
R	"	Development of a Trainer's Manual	Tanem	149.000
"	"	Adaptation and translation of AV-kit, AV-SIM	Tanem	101.000
"	"	Development and production of a learning kit "From Scriptwriting to Printing"	Tanem	101.000
"	"	Printing of brochure as above		54.000
"	"	Feasibility Study on the Need for a Central Production Unit	Tanem	47.000
	1985	Training Programme AV aids	Wikland	78.000

## 4) STUDIES IN AREAS OF SPECIAL INTEREST

	1984	<u>Public administration</u>		20.000
R	1985	<u>Public Service Reform</u> (Co-determination)	Gustafsson/Norgren	165.000
R	"	" " " study tour to Sweden, National Joint Council of Zimbabwe		124.000
R	1985	<u>Sector study</u> : Needs and Resources in Public Service Training in Zimbabwe SIDA+TMB		62.000
R	1985	<u>Computerization</u> of the Public Sector, study	Axelsson/Lundquist	216.000

## 5) DEVELOPMENT OF A PROCUREMENT TRAINING PROGRAMME

R	1985	Public Sector Procurement 1	Hedlund/Lundström	290.000
R	1986	" " " 2	Hedlund/Skoglund	185.000
	1986	" " " 3	Hedlund	73.000
	1987	" " "	Hedlund	

## 6) DEVELOPMENT OF A MANAGEMENT TRAINING PROGRAMME

Management in Development Administration

R	1985	Establishing training needs at diff levels		
R	1985	Training of Prof & Techn Rural Development 1	Sawyer/Synnerholm	
	1986	Management Training for Rural Development Personnel	Synnerholm	16.000
	1986	Development and Facilitation of a Course on Management Information Systems	Axelsson/Lind/ Lundqvist	231.000
R	1986/87	Training of Prof & Techn Rural Development 2 (5 courses at prov level in 1986. Pilot courses with the assistance of SIPU. Now TMB is running the courses on their own)	Sawyer/Synnerholm	

In-house Management Training

	1987	Planned: 6 workshops for management of selected ministries. Referred to as Nyanga Workshops	Zachrisson	149.000 (budget)
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CONSULTANCY  
FEES

1987	Development of an in-house management programme (needs analysis)	Jonsson/ Zackrison	
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Personnel Management

R	1986	Personnel Management	1	Hedbom/Hagberg	137.000
R	1986	" "	2	" "	146.000

Development of Training Administration

1986	Dev of Training Adm, a consultancy in the Ministry of Community Development & Women's Affairs. (Has grown out of the consultancy skills course)	
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**7) BUILDINGS AND EQUIPMENT**

1983	Buildings and Equipment study	Vettergren/Lindstrand	125.000
1985	Purchasing of Equipment and Bus	Lindström	632.000
"	Equipment Assistants		160.000
1986	Purchasing of Equipment		66.000
	Library at Domboshawa		SIDA
	District training centre, Inyati		SIDA

## LIST OF PERSONS INTERVIEWED

Public Service Commission

Dr I Mandaza, Vice chairman

Ministry of the Public Service

Mr J C Andersen	Minister of State
Mr N K Mawande	Permanent Secretary
Mr J L M Mugore	Deputy Secretary, Adm Recr and Training
Mr T Mupfumira	Undersecretary, Rural Developm Training
Mrs E S Wade	Assistant Secretary, Adm Rural and Training, Co-ordinator with SIPU (now with ZIPAM)
Mrs Zinyama	Ass Secretary, Rural Development Branch
Mr C Swinurai	Equipment Assistant

Training Centres of TMB/DARTHighlands National Training Centre:

Mrs D Mabvudza	Principal
Mr G Zanyamakando	Counterpart Procurement Training
Mr S Katerare	Counterpart Procurement Training
Mr M Mavenyengwa	Counterpart Personnel Management
Mr J Gutu	Counterpart Personnel Management

Domboshawa Rural Development Training Centre

Mr M Manzini	Principal
Mr E Dodzo	Vice Principal
Mr I I Masomera	Counterpart Radio Training Project
Ms T Ndoro	Principal Training Officer

Senka Provincial Training Centre, Gweru

Mr G K Juru	Vice Principal
Mr E H Chikondowa	Senior Training Officer
Ms L Manda	Training Officer

Rowa Provincial Training Centre

Mr A N T Bandama	Principal
Mr A K Musoni	Vice Principal
Mr A Dangarembji	Training officer

Toronto District Training Centre

Mr Terera	Principal
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Zimbabwe Institute of Public Administration and Management (ZIPAM)

Dr J A Gapara	Director
Mr W V Bhule	Head, Division of Local Government Studies
Mrs H C Kabba	Head, Div of Development Administration and Management
Dr I Cormack	Head, Div of Development Planning and Management
Mr D Sibanda	Head, Division of Financial Management
Mr N Maphosa	Lecturer in Development Administration
Mrs A Zinyemba	Lecturer in Development Administration
Mrs I C Tapela	Registrar

MinistriesMinistry of Community Development and Women's Affairs

Mrs S Kachingwe	Deputy Secretary, Women's Affairs
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Ministry of Education

Mr H T Makawa	Under-secretary, Training
Mr Khumalo	Under-secretary, Staff Development
Mr T B Gororo	Chief Education Officer
Mrs T Mudzi	Education Officer, Planning Unit

Ministry of National Supplies

Mr L T D Marumte	Deputy Secretary (Principal Establishment Officer)
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Ministry of Finance, Economic Planning and Development

Mr W Mhene	Deputy Secretary (Principal Establishment Officer)
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Ministry of Local Government, Rural and Urban Development

Mr C C Katiza	Under-secretary, Urban Councils
Mr m Moyo	Under-secretary, Training
Mr C K Patsika	Assistant Secretary, Training

Ministry of Energy and Water Resources and Development

Mr C Noqueiro	Chief Executive Officer, Personnel and Administration
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Ministry of Public Construction and National Housing

Mr J Nyoni	Training Officer (earlier at TMB and Highlands)
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SIPU-staff and SIPU-consultants

Mr L Jeding	Director General
Mr B Synnerholm	Head, International Unit
Ms M Branting	Co-ordinator with TMB/DART and Consultant
Mr G Andersson	Consultant to TMB/DART
Ms P Jonsson	" " "
Mr H Hagberg	" " "
Mr L Lundqvist	" " "
Mr G Axelsson	" " "
Mr R Zackrisson	" " "
Ms B Hedlund	" " "
Mr H Sawyerr	" " "

SIDA HQ, Stockholm

Ms H Dyrssen	Head, Public Administration Section
Mr P Lundell	Sr Programme Officer, SIPU/TMB/DART Inst Coop
Mr B Bengtsson	Sr Programme Officer
Mr G Holmquist	Desk Officer, Zimbabwe

SIDA Development Officer, Harare

Mr T Johansson	Head of Development Co-operation Office
Mr C Agren	Senior Programme Officer, Publ Administr

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# PUBLIC ADMINISTRATION IN ZIMBABWE

It is a formidable task to change a Public Service geared primarily towards the needs of the white minority and the enforcement of law and order into a development-oriented one. This study shows that SIDA's support to a Public Service Training programme in Zimbabwe has actively contributed to the establishment of effective and well-trained management and staff, but that several problems remain to be solved. The study strongly recommends that an integrated, structured management training programme be developed.

The evaluation was carried out by *Astrid Dufborg* (Personnel Division) and *Elisabeth Lewin* (Evaluation Section), SIDA, and *Merrick Jones*, University of Manchester.

Sweden's bilateral development co-operation, handled by SIDA since 1965, comprises 17 program countries: Angola, Bangladesh, Botswana, Cap Verde, Ethiopia, Guinea-Bissau, India, Kenya, Laos, Lesotho, Mozambique, Nicaragua, Sri Lanka, Tanzania, Vietnam, Zambia and Zimbabwe.

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