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FINAL EVALUATION
OF THE
ZIMBABWE MANPOWER DEVELOPMENT
(ZIMMAN I)
PROJECT (613-0215)

Prepared for the

United States Agency for International Development

by

Creative Associates International, Inc.

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The Final Evaluation of the Zimbabwe Manpower Development (ZIMMAN I) Project (613-0215) was conducted in Zimbabwe by Creative Associates International, Inc. (CAII) from August 14 to September 21, 1990 for the United States Agency for International Development (USAID). The team evaluated the effectiveness of ZIMMAN I in attaining its goals and objectives at the completion stage of project implementation. The field assessment was supplemented by interviews with USAID and contractors in Washington, D.C.

The Evaluation Team wishes to acknowledge the valuable role of Ms. Sarah Bishop, Training Officer, USAID/Harare in facilitating the evaluation. Her accessibility, historical knowledge, insightfulness and ability to produce requisite documents permitted the team to carry out its mandate. We would also like to thank Mr. Claude Reece and other Mission personnel who provided support.

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The Evaluation Team

Dr. Gretta A. Middleton	Team Leader Manpower Evaluation Specialist
Dr. Meschack J. Matshazi	Education Specialist

ACRONYMS

AED	Academy for Educational Development
BEST	Basic Education and Skills Training Program
CZI	Confederation of Zimbabwe Industries
DNS	Department of National Scholarships, Office of President and Cabinet
EMCOZ	Employers Confederation of Zimbabwe
GOZ	Government of Zimbabwe
HBCUs	Historically Black Colleges and Universities
HRDO	Human Resources Development Office
IIE	Institute of International Education
MLMPSW	Ministry of Labour, Manpower Planning and Social Welfare
NFAZ	National Farmers Association of Zimbabwe
NGOs	Non-Governmental Organizations
OPEX	Operational Expert
P/M	Person Months
ProAg	Project Agreement
PSC	Public Service Commission
PVOs	Private Enterprises Development Corporation
SEDCO	Small Enterprises Development Corporation
SDF	Staff Development Fellowship Program, University of Zimbabwe
USAID/Harare	United States Agency for International Development/Harare Mission
UZ	University of Zimbabwe
VOICE	Voluntary Organizations in Community Enterprises
ZIMMAN	Zimbabwe Manpower Development Project

EXECUTIVE SUMMARY

ZIMBABWE MANPOWER DEVELOPMENT PROJECT (613-0215)

A. PURPOSE OF PROJECT

The Zimbabwe Manpower Development (ZIMMAN I) Project was designed to increase Zimbabwe's human resource infrastructure to implement programs directed at equitable social and economic development; and to assist the Government of Zimbabwe (GOZ) sustain high professional standards and operational effectiveness. Indicators at the end of the project that will verify goal attainment are increased numbers and credentials of Zimbabwe nationals in positions of responsibility in targeted areas. The strategies proposed to achieve project purposes are training trainers and staff development in GOZ priorities in small farm agriculture, technical manpower, management, teacher training, and health. The project further aims to strengthen institutional capacity within technical colleges and the University of Zimbabwe (UZ) and to provide high quality training for technical and professional staff in the public and private sectors.

The life-of-project funding for ZIMMAN I is US$ 13,139,000. The project was authorized in July 1982 for six years. Subsequent to no-cost extensions, the project activities completion date (PACD) is 30 September 1990. Project resources are used for short- and long-term training, in-country training, technical assistance, commodities and project management. The prime contractor is the Institute for International Education (IIE). Headquartered in New York City, IIE has operated a field office in Harare for the entire duration of the project. The USAID/Harare human resource office is responsible for project oversight. The implementing agency for the GOZ is the Department of National Scholarships (DNS), Office of the President and Cabinet. The Academy for Educational Development (AED) was awarded a contract with USAID to provide operational experts to local training institutions to teach courses while indigenous staff were in the U.S. pursuing postgraduate studies.

B. PURPOSE OF THE EVALUATION

The purpose of the final evaluation is to assess the project's overall effectiveness in achieving its aims and objectives. The evaluation was conducted in Zimbabwe from August 14th to September 19th, 1990. The evaluation consisted of interviews with USAID/Harare, key GOZ officials, contractor field representatives, NGOs, training institutions and participants. Documentation reviewed and analyzed includes USAID, IIE and AED project files and documents, GOZ reports, and output data generated by program beneficiaries.

C. FINDINGS AND CONCLUSIONS

1. Project Activities

The objective of ZIMMAN I is to assist the Government of Zimbabwe to sustain high professional standards and operational effectiveness. The project has succeeded in increasing the supply of skilled manpower, in helping the country cope with severe critical skills shortages in the post-independent period, and in strengthening key training institutions. The relevance of training, increased credentials and skills upgrading for key personnel are evidenced in clearly discernible employment patterns. Many former participants hold positions of authority and have received increased remuneration, improved job performance, and greater mobility. Project beneficiaries, en masse, proclaim ZIMMAN I highly effective in strengthening the human resources infrastructure in Zimbabwe.

Project output targets have been exceeded by 30 percent. ZIMMAN I sponsored 367 Zimbabweans for training; 158 persons have acquired academic degrees and 209 have participated in technical and professional training programs. The female participation rate is 23 percent and the attendance rate achieved for Historically Black Colleges and Universities is 5 percent. The participation rate for HBCUs falls considerably short of expectations. ZIMMAN I provided over 300 person months of technical assistance. This was mainly in the form of lecturers to training institutions. A limited number of short-term consultants (less than 30 p/m) were contracted to conduct in-country training workshops and to render technical support to NGOs and the private sector.

2. Project Implementation

The consensus voiced cross-sectorally by officials of all major participating institutions is that the project is one of the most successful in the nation's history in terms of the number of program participants who have assumed leading roles in the economy and occupy positions of influence and in the enhanced national training for critical fields of study. The benefits are described as immense and far reaching.

ZIMMAN I's management has been characterized by effective interaction among project implementors. The participatory approach, adopted at the outset, to decision-making and problem solving fostered cooperative working relations and facilitated smooth implementation of project activities. The Team finds that the project was generally well managed. There are no unintended outcomes and no contentious issues have surfaced.

Management shortcomings were confined primarily to selected aspects of the participant training process. These related to limited GOZ advance planning time, inadequate data in the field on U.S. training programs, and a lack of practical training, especially in short-term skills upgrading courses.

D. RECOMMENDATIONS

1. Contracts awarded for project implementation that contain targets for the achievement of special objectives (e.g., female and HBCU participation) should have specificity incorporated into performance criteria.

2. Future participant training projects should require the design and installation of a participant training tracking system to follow up on employment and performance activities of returned project participants.

3. Written guidelines should be established for the development of participant, institutional and sectoral training plans by requesting entities.

4. Every short- and long-term participant training study program should be carefully assessed to determine the desirability of including practical training components.

5. Timely reviews should be conducted of the adequacy of (1) financial support provided to participants in U.S. training programs, (2) the efficacy of current housing accommodation policies, and (3) of the feasibility of underwriting and sharing costs with host nations for participants' postgraduate country-related research (e.g., travel costs).

6. Any project supported placement of long-term technical assistance personnel in a developing country should require the assignment of a local counterpart or other means to effectuate technology transfer.

7. Future human resource development projects should require U.S. implementing firms to develop continuous project monitoring and evaluation systems.

8. Project specific as opposed to combined reporting should be required of contractors of multiple awards.

E. LESSONS LEARNED

1. Goal Attainment: Process

A Mission's statement of interest in the attainment of particular project objectives or outcomes is insufficient to assure action. Nothing should be taken for granted. Performance expectations must be backed by performance criteria and actively managed systems of accountability.

2. Goal Attainment: Output

The success of ZIMMAN I demonstrates that a participant support system built upon highly personalized services can transform routine placements into a coherent training program responsive to the particular needs of a given country. The systematization of individual attention to participants' programmatic and personal requirements contributes to the accomplishment of human resource training objectives. It generates incalculable goodwill and has no substitute.

I. BACKGROUND

This document is the report of the Final Evaluation of the Zimbabwe Manpower Development Project (613-0215) of the USAID Mission in Zimbabwe. The project, authorized on 17 July 1982 has a project completion date of 30 September 1990. The firm contracted to carry out the evaluation is Creative Associates International, Inc. (CAII).

A. SOCIO-ECONOMIC CHARACTERISTICS

Zimbabwe entered the international community of sovereign nation-states in 1980 amidst high national aspirations and citizen expectations. As with other newly independent developing countries, one of its major tasks was the transformation of an economy burdened with imbalances into one that is responsive to the needs of the total populace. The Rhodesian legacy, a socio-economic system based on dualism, would present a unique set of challenges.

Economic dualism is reflected in the existence of two broad economic sectors: the modern sector (consisting of commerce, industry, mining, and commercial agriculture) and the peasant sector. The latter is subsistence orientated and inadequately served by essential infrastructure. The large, diversified modern sector, in contrast, ranks as the most advanced economy in sub-Saharan Africa outside of the Republic of South Africa. In 1980, the private, agricultural, and industrial sectors were capable of meeting most domestic consumption requirements. Government expenditures, at the time, accounted for 30 percent of GNP and the remainder was derived from private sector economic activities. This distribution pattern would be difficult to sustain in the light of rapidly mounting demands for corrective action.

The attendant social dimension of the prevailing socio-economic system was mainly defined in racial terms. Deliberate policies of the past administration gave the white community access to extensive and substantially better quality health, education, and other social services. Such social inequities combined with the prevailing economic circumstances to produce a two-tiered society of massive systemic distortions. The racially structured educational system was the principal instrument underpinning the distinct social and economic parameters for the country's racial groups. The constraints placed on black access to appropriate skills-based training and education had a direct bearing on the nature of the deficiencies of Zimbabwe's inherited human resource base. With major categories of skills reserved for whites, blacks were unable to acquire essential skills. Hence, the oversupply of black unskilled labor continued to rise unabated. Such practices contributed prominently to the development of a critical shortage of black professional, technical, and managerial manpower and helped create a system ill equipped to respond effectively to national training requirements.

B. MANPOWER CONSTRAINTS AND DEVELOPMENT PRIORITIES

1. Manpower Constraints

a. Historical Perspective

As Rhodesia intensified industrial and commercial activities to counter British imposed sanctions, the economy achieved greater levels of sophistication. After experiencing a recession driven economic decline between 1975 and 1980, the decade culminated in an economic upsurge in 1979 that stimulated nearly all sectors of the economy except mining. The demand for skilled manpower accelerated accordingly. Despite rising labor demands and changing political realities, the administration held fast to its conscious policy of limiting training opportunities for blacks in preference for the recruitment of skilled whites from beyond its borders, especially South Africa and Europe.

An already acutely inadequate trained human resource endowment was exacerbated further throughout the 1970s by the steady outflow of skilled white labor from the country. The exodus reached its height in the latter part of the decade. In the years 1979 and 1980, for example, nearly 40 percent of all emigrants were persons with professional, technical, administrative, and supervisory skills. The phenomenon, albeit at a slower pace, continues to the present.

Private schools, which cater primarily to the black population, mainly offer correspondence courses. Their curricula and the quality of instructional staff, equipment and resource materials are generally substandard. Thus the gap between the supply of skilled manpower and the demand for it increased rather than declined.

Once the Government of Zimbabwe began to take charge of the mantle of public sector administrative machinery and management of the economy, in the 1980s, it further stimulated demands for skilled manpower. Likewise affecting the demand for labor are the activities resulting from implementation of new development programs. The emphasis on small holder agriculture and efforts to expand employment opportunities in the communal land areas has created a situation in which the Government's own skilled human resource requirements have grown. Hence, both the GOZ and the private sectors are actively competing for a shrinking supply of skilled people.

Concurrently, institutional training capacity stagnated. The 1970s experienced virtually no expansion in enrollments at public institutions such as the University of Zimbabwe and the two technical colleges. Nor did the growth in private educational institutions have any appreciable impact on the status quo.

b. Illustrative Shortages

The severity of the problem may be graphically illustrated by citing a few work force data examples. The first national manpower survey, conducted by the Government in 1981, established that 38 percent of technical and professional positions in government were vacant; whereas a 43 percent vacancy rate was

confirmed for agricultural engineers and a 56 percent staff vacancy for technical training colleges.

2. Development Priorities

Since 1980 the Government of Zimbabwe has placed high priority on manpower development. This priority is reflected in its development plans, policies, and programs; and in the commitment of budgetary resources to private, secondary and tertiary education, non-formal education, and skills training. Despite the substantial increase in the funding levels of educational institutions system wide, the demand for education continues to outstrip national training capacity. A corollary educational policy was adopted to facilitate the training of Zimbabweans abroad in the critical skills shortage areas where internal facilities are inadequate. Considerable attention is also devoted to the formulation of alternative approaches to formal training, such as on-the-job training. The comprehensive education and training program of the government is constrained by limited financial resources. Hence, ZIMMAN I and other donor supported training endeavors are an integral part of the Government's operational training plan.

C. PROJECT OBJECTIVES AND OUTPUTS

In recognition of the importance of broadening the human resource base necessary for the economic growth and development of Zimbabwe, USAID/Harare and the Government of Zimbabwe signed a Project Grant Agreement (ProAg) on 27 July 1982 authorizing implementation of the Zimbabwe Manpower Development (ZIMMAN I) Project. This US$ 13.1 million, multi-year project was offered in partial fulfillment of the pledge of support made by the United States at the 1981 Zimbabwe Conference on Reconstruction and Development. The project was designed principally to strengthen and expand the training institutional capacity of Zimbabwe to meet its own requirements for technical and professional training; and to supplement the local capacity to train persons in targeted disciplines through the provision of training opportunities for young graduates and mid- to senior-level employees of targeted public and private sector organizations.

1. Goal and Purpose

a. The goal of ZIMMAN I, as stated in the ProAg, is to increase Zimbabwe's human resource infrastructure required to implement programs directed at equitable and rapid social and economic development.

b. The purpose of the project is to assist the GOZ sustain high professional standards and operational effectiveness through training trainers and staff development in selected areas relevant to national development priorities, in small farm agriculture, technical manpower, management, teacher training, and health.

The subject areas the project targeted for assistance are based on assessments of the Government of Zimbabwe's development priorities as stated in documents prepared for ZIMCORD, discussions with senior GOZ officials involved in manpower and economic planning, and published reports by the Central Statistics Office and Reserve

Bank of Zimbabwe. The emphasis was confirmed by the thrust of the USAID/Harare CDSS report drafted in 1984. This document places high priority on the development of Zimbabwe's training institutional capacity as a means of providing pertinent technical training within its own borders and of increasing the quantity and quality of indigenous skilled labor. The endeavor to strengthen local training institutions represents the optimal utilization of donor funds by contributing to Zimbabwe's achievement of self-sufficiency in its technical and professional manpower requirements as rapidly as possible.

The primary means selected for goal attainment is via participant training, upgrading staff of local training institutions, including the University of Zimbabwe and vocational schools, and technical assistance. Furthermore, ZIMMAN I is intended to provide training for key personnel in targeted Government ministries, such as Health, Transport, Public Works and local authorities. Accordingly, the achievement of the project's aims and objectives was to be indicated by the increased numbers and credentials of Zimbabweans in positions of responsibility in the subject areas of priority specified.

2. Outputs

The outputs for the project as stated in the Project Agreement are:

a. strengthened institutional capacity within the technical and professional colleges and institutions and the University of Zimbabwe;

b. provision of high quality, relevant training for technical and professional staff in the GOZ and the private sector; and

c. development of an expanded cadre of trained Zimbabweans capable of assuming professional and technical positions in strategic development areas.

The numerical goals established for project components are:

Table 1: ZIMMAN I

Activities	Outputs
Long-term U.S. Training	120 participants
Short-term U.S. and Third Country Training	165 participants
Consultants and Technical Assistance	150 p/m
Modest amounts of Training	---
Equipment and Supplies	---

D. PURPOSE OF THE FINAL EVALUATION

The purpose of this exercise is to conduct a final evaluation of the Zimbabwe Manpower Development Project I, whose completion date is 30 September 1990. the overall purpose of the evaluation is to ascertain the effectiveness of the project in terms of the extent to which it has succeeded in meeting its goals and objectives as stated in project documents.

The scope of work specifically requests that the evaluation:

a. assess whether the original aims and objectives have been achieved;

b. assess whether the effects of the project were produced at an acceptable cost compared with alternative approaches to accomplishing the same objectives;

c. assess whether there were any major problems, delays in the course of the implementation of the project and assess the impact of these problems and delays on the project;

d. assess whether the quality and relevance of the training undertaken was relevant and whether the project beneficiaries judge the program to have been a success or a failure;

e. assess whether there were any unintended outcomes in the course of the implementation of the project.

Additional issue areas suggested by the terms of reference for scrutinization are: appropriateness and efficiency of criteria and processes for critical skills identification and participant selection; satisfaction with training; participant re-entry experiences; adequacy of training plans; quality and impact of technical assistance; effectiveness of project management; and activity rates for women and factors constraining greater levels of female participation. Detailed study questions pertaining to each of these areas were delineated in the scope of work for the final evaluation and are included in Appendix 1.

E. TEAM COMPOSITION AND METHODOLOGY

1. Team Composition

The ZIMMAN I final evaluation team was comprised of two consultants: a Manpower Evaluation Specialist from the U.S. who also served as Team Leader, and an Education Specialist from the University of Zimbabwe.

2. Methodology

The project-site phase of the evaluation was conducted in Zimbabwe from August 14th through 21 September, 1990 inclusive. In order to accomplish the terms of reference indicated above and facilitate the formulation of requisite assessments, the Team employed numerous data collection strategies and techniques including but not limited to the following: the conduct of interviews with USAID/Harare, key GOZ

officials, contractor staff, representatives of recipient institutions in the public and private sectors, parastatals, non-government organizations, training institutions, and short- and long-term participants. In addition, the Team reviewed and analyzed an array of USAID generated project files and documents, GOZ and other client reports, documents and output data; conducted extensive local site visits; and organized productive institutional and participant multi-faceted group discussions.

The in-country phase of the evaluation was supplemented by financial, statistical and programmatic data collection, and interviews with USAID officials and contract representatives from both AED and IIE in Washington, D.C. This aspect of the study was conducted by the Team Leader in sessions prior to and subsequent to the field trip segment in Zimbabwe.

II. PROJECT MANAGEMENT

The ZIMMAN I project is housed in the human resource development office of the USAID/Harare Mission. Responsibilities for day-to-day management are shared by the Mission, the Government of Zimbabwe, and two U.S. based contractors. This Chapter delineates roles and responsibilities for each of the project implementing agencies. Assessments of the development of activities and overall program effectiveness are addressed in subsequent report sections.

A. UNITED STATES AGENCY FOR INTERNATIONAL DEVELOPMENT

The human resource development office of USAID/Harare has oversight responsibility for all phases of project implementation. It provides guidance for daily project operations and monitors activities for adherence to ZIMMAN I stipulated objectives and for conformity to U.S. Government regulations. One of the office's most important functions is the review of training plans from all sectors and the awarding of fellowships and technical assistance consultancies. The USAID training officer relates directly to a GOZ counterpart and is the final authority in the approval process network.

B. GOVERNMENT OF ZIMBABWE

The implementing agency for the GOZ is the Department of National Scholarships (DNS), Office of the President and the Cabinet. Prior to reorganization several years ago, the assigned training and human resource development functions and duties were carried out through a more loosely defined manpower unit in the Ministry of Labor, Manpower Planning and Social Welfare (MLMPSW).

DNS assumes a pivotal role in the allocation of scholarships for overseas training and in the determination of national manpower priorities, and serves as a central repository for data on external training opportunities as well as national manpower development needs. On behalf of the GOZ, DNS was given project responsibility for coordinating training plans, getting applications for participant training, and receiving requests for short-term technical assistance from institutions eligible for support under ZIMMAN I.

Operationally DNS works closely with the Public Service Commission (PSC), the governmental body with final authority on the issuance of clearances and the granting of study leaves for participant training candidates in the public sector. Although DNS's terms of reference do not extend direct authority over non public sector entities, for the sake of control and rational project administration, final recommendations for funding awards were made by this office on behalf of eligible recipients. The arrangement was acceptable to all parties and worked reasonably well. The targeted organizations included key economic and social service ministries, training institutions, non-governmental organizations (NGOs), and private sector enterprises.

As elaborated upon in the 1987 mid-term ZIMMAN I evaluation, there were some clearly identifiable implementation shortcomings. Most complaints in the early stages, centered around late training advertisements, release snafu, inadequate lead time and insufficient U.S. program training data. Performance problems were attributable to a number of factors, including inadequate GOZ staff, lack of a national manpower development plan, unfamiliarity with U.S. study programs, and the usual bureaucratic obstacles. The net result was a slow participant selection rate, missed opportunities, and questionable placements.

In time, the reorganization of the manpower function noted above brought with it an enhanced departmental stature, improved staffing pattern, and strengthened management systems. Although the process was never problem free, by midpoint in the project most operating had improved. Complaints became fewer and more individual specific. Ultimately, hundreds of participants were successfully placed, dozens of consultancies facilitated, and several in-service workshops organized. Significantly, DNS and PSC were direct beneficiaries of project assistance through training for staff members and the installation of a scholarships tracking system in DNS.

C. INSTITUTE OF INTERNATIONAL EDUCATION

The Institute of International Education (IIE) was selected in 1982 via a competitive process to administer the ZIMMAN I project. IIE is headquartered in New York City and has a field office in Harare. During the peak years of placement activities, supervision of participants' programs was assisted by six regional field offices in the United States. Whereas IIE/New York is primarily responsible for overall program administration, including the placement and monitoring of participants, financial and some programmatic decisions are made by the Harare field office. The New York office provides participants with various support services, including an orientation upon their arrival, academic and personal counselling, newsletters, an annual workshop for all grantees, and the payment of allowances. IIE/New York also arranges study tours and specialized short courses for technical program participants, and recruits training consultants for short-term field assignments in Zimbabwe.

D. ACADEMY FOR EDUCATIONAL DEVELOPMENT

The Academy for Educational Development (AED) had management responsibility for the recruitment of all long-term training personnel under ZIMMAN I. They established a field office in Harare to provide direct support to the group of persons placed in country. AED's involvement, although limited exclusively to one project element, was critical to the attainment of the project's aims and objectives, and accounts for 12 percent of ZIMMAN I resources.

AED was awarded a contract to recruit and supply eight technical operational experts (OPEXers) to the University of Zimbabwe (5) and the Harare Polytechnic Institute (3). It should be noted that AED is the contractor of record for the Basic Education Skills Training Sector Assistance Program (BEST) sector grant. Most of the technical assistance furnished by USAID to the education sector in Zimbabwe is provided through the BEST project. The eight professors funded by ZIMMAN I were

recruited as instructional staff. They were assigned to two institutions that serve as major national training sources for the government, the private sector and technical training colleges. The OPEXers were given classroom teaching and curriculum development responsibilities. They, importantly, provided teaching continuity in critical disciplines while Zimbabwean faculty members were in the United States pursuing post-graduate degrees.

E. OVERVIEW

Both the Institute of International Education and the Academy for Educational Development performed their contracts satisfactorily. The opinion of the host government that ZIMMAN I strengthened substantially the skilled manpower base of the nation is largely attributable to IIE's close adherence to project aims and objectives and to their responsiveness to individual participant and institutional needs. Discussion of implementation of project elements by IIE may be found in Chapters III and IV. Exploration of AED's role in the expansion of national institutional training capacity is included in Chapter V, Section F, University of Zimbabwe.

Although developments surrounding shared areas of responsibility of the two contractors did not adversely impact ongoing project implementation, the arrangement warrants comment. Collaboration in the management of resources between IIE and AED in the ZIMMAN and BEST projects was designed to draw upon each contractor's strengths and may have realized savings for USAID. The intent, as prescribed, was essentially realized but the overlap in contractual terms of reference produced a few administrative deficiencies. Project identities are less distinct, definitive delineation of some activities are difficult, and holistic record keeping and joint reporting for different projects make data retrieval and verification of programmatic progress and performance indices for individual projects unnecessarily arduous and complicated.

III. PROGRAM EFFECTIVENESS

A. EVALUATION OF GOAL ACHIEVEMENT

The objectives of ZIMMAN I to assist the Government of Zimbabwe sustain high professional standards and operational effectiveness have been achieved. There is strong evidence and verifiable indicators that established goals have been attained. The project has succeeded in increasing the supply of skilled manpower, in helping the country cope with severe critical skills shortages in the post-independent period, and in strengthening key training institutions.

The relevance of training, expansion of credentials, and skills upgrading of targeted personnel are reflected in clearly discernible employment patterns. Many former participants hold positions of authority and have received increased remuneration, improved job performance, and greater mobility. Through the training-of-trainers, staff development, and technical assistance, the University of Zimbabwe and the Harare Polytechnic Institute have been able to augment training in GOZ priorities in small farm agriculture, technical manpower, teacher training, and health; and have succeeded in localizing additional faculty posts. Project beneficiaries, across the board, proclaim ZIMMAN I highly effective in strengthening the human resource infrastructure in Zimbabwe.

B. ASSESSMENT OF OUTPUTS BY PROJECT COMPONENT

1. Participant Training

Participant training output targets of 165 short-term and 120 long-term participants have been exceeded by nearly 30 percent. The project sponsored 367 Zimbabweans for training; 158 persons acquired academic degrees and 209 have participated in an array of technical and professional short-term training programs. Approximately 14 percent of those who received training are faculty and staff members of the University of Zimbabwe. The great majority of the participants, as recommended in project design documents, are in-service professional and technical mid-level personnel. A breakdown on the types of training undertaken and the fields of study are in the tables on the following pages.

Table 2: PARTICIPANT TRAINING ACTIVITIES

Type of Training		Participants
Long-Term		
	Bachelors	53
	Masters	82
	Ph.D.	19
	Diploma	4
	Sub-total	158
Short-Term		
	U.S.A	159
	Third-Country	50
	Sub-total	209
	Total	367

Table 3: AREAS OF TRAINING

Fields of Study	Participants			
	Male	Female		Total
Long-Term				
Health/Medicine	23	22		45
Agriculture	15	0		15
Science	17	8		25
Engineering	20	3		23
Education	9	3		12
Business Administration	16	4		20
Computer Science	4	0		4
Animal Science	4	0		4
Public Affairs	1	0		1
Library Science	0	6		6
International Studies	0	3		3
	109	49	Sub-total	158
Short-Term				
Health	10	6		16
Management	18	15		33
Finance	14	0		14
Civil Aviation	23	1		24
Computer Science	9	0		9
Agriculture	18	1		19
Education	14	3		17
Mining	7	0		7
Other	63	7		70
	176	33	Sub-total	209
				===
			Total	367

2. Technical Assistance

ZIMMAN I provided over 300 person months of technical assistance. This outcome exceeds proposed amounts by 100 percent. Technical assistance mainly took the form of the provision of lecturers to national training institutions. A lesser number of short-term consultants (about 30 p/m) were contracted to conduct in-country training workshops and to render technical support to NGO's and public, private, and parastatal institutions. Because of the ability of in-country activities to service much larger numbers of persons than external training, a limited amount of technical assistance reached a wide audience. (See Appendix 4 for a list of consultancies.)

3. Commodities

Commodities have been procured for two project activities: installation of a scholarships tracking system in the Department of National Scholarships and books and equipment for the University of Zimbabwe library. Discussion of these activities are contained in Chapters V and VII respectively.

4. Findings

The consensus of official representatives of major participating institutions is that the ZIMMAN I project is one of the most successful in the nation's history in terms of the number of participants who have assumed leading roles in the economy and who occupy positions of influence. Likewise, it was said that no other single program has had comparable impact in the enhancement of national training capacity in critical fields of study. The benefits overall are described as immense and far reaching.

C. DISTRIBUTION OF ACTIVITIES: LIFE-OF-PROJECT

The development of activities unfolded in essentially three phases. Activities reflecting all project elements were initiated throughout the life of project, but each stage in the implementation cycle had a readily recognizable theme or dominant thrust.

1. Undergraduate Training

The first phase, which constituted the initial two years of project, was devoted to pre-service training. A general scholarship fund was established to sponsor undergraduate educational opportunities for Zimbabweans in the development priority areas. Training was to be provided in U.S. institutions to supplement local training capacity. Zimman I began with a great push to provide immediate options. Within the opening three months, with the aid of extensive open advertising, the project completed 22 placements. Some of these participants, plus subsequent ones, included Zimbabweans already studying in the United States. Screening under the circumstances, was minimal and most training plans were sketchy at best.

The accompanying problems relative to the selection and monitoring of study programs were enormous. These were compounded by participants difficulties in adjusting, managing finances, and poor academic performance. Despite the many obstacles, the program completion and return rate for this group is remarkably almost 100 percent. Much of the credit for this accomplishment may be attributable to IIE and the individualized participant training support system that they put in place.

By the time the 1984 Zimbabwe Manpower Evaluation Workshop recommendation (to bring to a close the undergraduate scholarship program) was acted upon, more than 50 Zimbabweans had been enrolled in bachelor level degree programs in the United States. The disciplines represented were concentrated in engineering, health (including nursing), agriculture, and teacher training.

2. Participant Training Support Services

From placement to orientation to monitoring and following-up of participants, the Institute for International Education established a system that produced outstanding results. A detailed account of the separate administrative services, as well as participant survey findings, are presented in the 1987 Mid-Term Evaluation report. The high degree of satisfaction expressed by participants of all degree levels and professional ranks during that earlier period parallels comments made by interviewees in the course of this final evaluation.

What distinguishes ZIMMAN I from other human resources training projects is the scheme of comprehensive personalized services offered by IIE. The U.S. based project director, supported by a team of field representatives, were available for personal and academic counselling on full-time basis. For many participants, the critical factor that helped to make their experiences successful was having ready access to a knowledgeable director who demonstrated a keen understanding of participant needs and was adept at problem resolution.

3. Staff Development Skills Upgrading

Activity phase two coincides with the next two calendar years. In 1984 several developments influenced the direction the project would take. First, the 1984 Evaluation Workshop recommended that $2 million be devoted to staff development at the University of Zimbabwe. This was followed closely by a request to USAID from the GOZ and private sector officials for assistance to improve the quality of mid-level management in the public service. Also, by this time, results were available from the nation's first manpower survey. The findings confirmed priority subject areas and skills requirements previously identified by the project. As a consequence, a series of decisions were taken: to concentrate on long-term postgraduate degree training in the critical skills shortage areas for mid-level personnel in key institutions; to initiate support on a limited basis of short-term courses for professionals; to fund staff development at the University; and to provide American teaching personnel for the University and the Harare Polytechnic.

The last stage of the project had a triple-faceted focus. Emphasis was given to short-term specialized technical training in the United States and third world countries, in-country training seminars (primarily for the private sector), and technical assistance for NGOs.

4. Activity and Sectoral Profiles

The greatest concentration of numbers of participants is in the public service but all sectors and two key training institutions benefited from ZIMMAN I. A selective listing is indicated below. See participant training roster and Appendix 4 for a complete list of training and technical assistance activities.

Some of the public agencies that received significant assistance are:

- Department of National Scholarships
- Central Statistics Office
- Public Service Commission
- National Archives
- Ministries of:
  - Lands, Agriculture and Rural Resettlement
  - Labor, Manpower Planning and Social Welfare
  - Higher Education
  - Education and Culture
  - Health
  - Transportation
  - Mines
  - Energy

Parastatals

- Zimbabwe Institute for Development Studies
- Small Enterprises Development Corporation
- Air Zimbabwe

Private Sector

- National Farmers Association of Zimbabwe
- Employers Confederation of Zimbabwe
- Confederation of Zimbabwe Industries
- Zimbabwe Reinsurance Corporation

Local Authorities/Municipalities

- Harare
- Bulawayo
- Chinoyi
- Gweru
- Mutare

D. MANAGEMENT MODUS OPERANDI

Zimman I was well managed. The participatory approach adopted by project managers to decision-making and problem resolution fostered cooperative working relations and engendered smooth implementation. The flexibility and pragmatism that guided daily operations were appropriate attributes for a relatively fluid situation.

The day-to-day management system evolved out of a pattern of actions taken over time rather than from a deliberately designed system. The output results-oriented style is not one that is easily replicated but it worked basically well because of the competencies of key parties, the degree of commitment exhibited by each, and a conducive framework. Factors that contributed immeasurably to the creation of

functional management mechanisms and a successful project include clarity of project design; mutually agreed upon objectives and training priorities; fairly distinct management roles and responsibilities; and an external environment that continually reinforced the value and urgency of the manpower development assistance being offered.

IV. FEATURES OF KEY ACTIVITIES

A. CHARACTERISTICS OF SUCCESSFUL ACTIVITIES

The effectiveness of ZIMMAN I and its impact on strengthening the skilled manpower base in Zimbabwe are the sum total of the successes of individual training and technical assistance activities. Analysis of the separate activities comprising project components discloses that the most successful share certain features in common. The degree to which each element was employed by project beneficiaries varied, but the characteristics that were most often integral to the achievement of project objectives are summarized below.

1. Institutional Needs Assessment

An assessment of institutional operations and performance to ascertain organizational needs was the first step in the comprehensive approach adopted by constituent bodies. This strategy, rather than the traditional but less effective method of simply making requests for individual training programs, was embraced as a prerequisite for appropriate planning and management development. The institutional needs assessment process supports a more objective determination of (a) the skills required to address targeted problems, and (b) the mode of intervention most likely to produce the desired organizational improvements. The next step for many grantees was a conscious effort to reconcile institutional needs with the nation's development plans and manpower training priorities.

2. Plan-of-Action

The approach employed necessitates the formulation of a plan-of-action. Basic to the workplan is advance planning. Other essential elements in the process are: the identification of the type of training or technical assistance required, the selection of individuals to be trained on involved in designated activities, and the development of methodologies and a timetable and implementation schedule.

3. Critical Mass

The participation of a critical mass of persons in the organization in all design and implementation facets was recognized as the best vehicle for building institutional capacity and sustainable programming. A critical mass further serves to reinforce knowledge retention and skills acquisition and generates a multiplier or spread effect throughout a given unit or organization.

4. Follow-up

The evaluation of completed activities to assess whether training or technical assistance objectives were achieved is an important aspect of the approach taken to human resources training under ZIMMAN I. The data obtained from the evaluation process was fed back into the institutions operational loop to enhance administrative performance and service delivery. It also frequently led to the development of new follow-up activities that extended the learnings to greater numbers of employees within a given organization.

The case studies cited below are presented as examples to highlight the main characteristics shared by the projects most successful activities.

B. CASE STUDIES

1. Air Zimbabwe

The new nation of Zimbabwe had no black pilots at independence. The need for Air Zimbabwe to train an indigenous cadre, apparent from the earliest days, became more acute with the passage of time because of the departure of senior white pilots.

ZIMMAN I responded to the request for assistance from the nation's airline by funding a short-term highly specialized technical staff development training program for six Zimbabwean officers in the United States. The organization managed operations effectively during the training period by having the participants attend the selected course in groups of two on a staggered basis over a calendar year.

The entire group of six successfully completed the licensing course and have qualified for international certification. Subsequently, all the officers have been promoted to the rank of captain. Thus, the project has helped to close a critical skills gap for Air Zimbabwe and has positively impacted the availability of air services. The nation further derives benefit from ZIMMAN I by the Africanization of its top airline brass, by a strengthened institutional capacity to maintain air safety standards and meet international regulations, and by the enhancement of its national prestige.

2. City of Harare

The City of Harare is one of the local authorities throughout the country that received support from the project. An organizational needs assessment by the city determined that management shortcomings existed in the delivery of vital public services to local residents. The fields identified as requiring most urgent need of redress are health, fire fighting, and water supply systems. The training plan developed by the local authority incorporated a combination of short- and long-term training activities. Seven municipal public servants were selected for U.S. training: one each pursued a Masters Degree in Public Health, Health Services, and Public Sanitation; three attended a short course in fire fighting: and a fourth was enrolled in a short-term health care development program. Another employee was sent to Bangkok, Thailand to study urban water management systems.

All of the participants expressed high training program satisfaction. Their expectations were said to have been met one hundred percent. The exposure, across-the-board, was described as being greater than anticipated. The participants believe that the training reinforced their commitment to public service. Each came away with a sense of advanced personal growth and career development. Self and institutional appraisals indicate that the participating staff members gains in self-confidence and competence have translated into improved job performance and the delivery of better urban services.

A closer look at the experiences of the fire fighters illustrates how tailor-made or carefully selected technical training can strengthen administrative capabilities and create new professional vistas. The team of three fire fighters were impressed with the comprehensive approach to fire fighting taken in the United States. The training program had a good balance between the theoretical and practical aspects of fire fighting. It provided instruction in research methodologies, in the creative use computers and the application of simulations, and in the thorough examination of the risks and responsibilities of professional fire fighters.

The greatest enthusiasm was voiced over the introduction, for the first time, to the concept of fire prevention. This subject area opened up a whole new dimension to the field of fire fighting. It gave the participants an understanding of and appreciation for the centrality of public education. The fire fighters have organized on-the-job training sessions for their colleagues. They have also initiated and are currently conducting classes in fire prevention in city schools. Interestingly, the focus is on pre-schoolers.

3. Employers Confederation of Zimbabwe (EMCOZ)

During the latter stages of ZIMMAN I, increased resources were devoted to upgrading skills of top management in the private sector and in promoting standards and operational efficiency for private enterprises and other representatives bodies in the marketplace. In-country training, one of the most cost-effective modes for human resource development, was employed. One such endeavor was the design and implementation of a management training seminar for the Employers Confederation of Zimbabwe.

EMCOZ is the employers association for matters related to industrial relations, labor issues, safety, and training. It is a national umbrella organization representing the private sector, parastatals, and local authorities/municipalities. A management training seminar for the membership was organized to provide in-depth human, analytical, and conceptual skills for efficacious executive functioning leadership. Two experts in management and marketing techniques were brought from the United States to conduct the training. The feedback from the participants characterized the seminar as "extremely useful and beneficial." EMCOZ requested that the in-country in-service activity become an annual training event. A second workshop was held, August 23rd to September 1st, 1990.

The seminars are credited with several major accomplishments. The most recent Top Executives Management Development Workshop:

- enabled senior executives from private firms, parastatals, and local authorities to have administrative principles, skills, and techniques and to broaden their knowledge of global trends in management science;

- instilled in managers a greater awareness of the skills essential for full participation in the international arena;

- provided a forum for the exchange of views among peers from a diverse group of organizations; and

- presented management training material in formats that can readily be replicated or adapted by EMCOZ members to suit their unique organizational requirements.

V. UNIVERSITY OF ZIMBABWE

The University of Zimbabwe is the primary source for the training of professional, technical, and managerial manpower in Zimbabwe. Under the ZIMMAN I project, university allocations total US$ 2.65 million. This equates to 20 percent of total project resources. The funds were directed towards the support of staff development mainly in the faculties of agriculture, medicine, business studies, education and science.

A. BACKGROUND

The University is the major vehicle for implementation of the national mandate to develop skilled human resources required for nation-building and management of the economy. Since independence, the University has expanded significantly. Student enrollment increased from 1,873 in 1980 to 4,472 in 1985 and currently stands at slightly over 10,000. The faculty has grown from 371 to 699 with a vacancy rate of 27 percent and a localization rate of 65 percent. Maintaining high academic standards and undertaking long-range planning have been rendered difficult by the high vacancy rate. Compounding matters further is the uncertainty of the continuity of expatriate staff, described as not so much a mass exodus, but rather the unpredictable and disruptive departures of individual staff members. (See Table 8 for detailed academic staff composition.)

The University realized from the outset that serious staffing problems were bound to emerge if steps were not taken in a timely manner. The response was the initiation in 1981 of a program for the training of faculty. By 1983, the University had fully operationalized a Staff Development Fellowship Program (SDF) whose main objectives were: to develop an indigenous cadre of professionally qualified staff, to attain and stabilize a student/staff ratio of 10:1, and to achieve a local staff rate of 80 percent. The financial implications are enormous and imposed considerable strains on limited resources.

The establishment of the Staff Development Program coincided with the launching of the ZIMMAN I project. Designed with full recognition of the necessity for Zimbabwe to strengthen and expand its national institutional training capacity, ZIMMAN I set aside major project resources towards this end. The project's objectives were twofold: staff development and institution building. The project was designed to assist the University in building a sustainable system with the capacity to produce high calibre teaching faculty and in improving the potential for retention. The overreaching objective was to strengthen the University's institutional training capacity.

ZIMMAN I assistance to the University has three project elements, namely:

- long-term training fellowships;
- short-term faculty study tours; and the
- provision of American professional staff.

During the final months of the project a decision was taken to procure a limited amount of books and equipment for the library.

B. STAFF DEVELOPMENT

The Staff Development Fellowship Program has apparently served the University satisfactorily through the years. It operates smoothly and appears to adhere to high standards in the selection of participants and in assessing their performance. Thus far under the SDF program, 100 "fellows" have successfully completed postgraduate studies and assumed full-time academic positions. The track record is impressive with a 98 percent retention rate.

To date ZIMMAN I has funded 30 fellowships. Of that number, 23 participants have completed their training in the U.S. and received faculty appointments. The project's impact is evidenced by the fact that it has provided training support for 23 percent of the total population of former Staff Development Fellows. As for the seven participants remaining in postgraduate training in the U.S., special arrangements have been made for ZIMMAN II to continue their funding. This latter group represents 9 percent of the total number of University fellows currently pursuing studies outside of the country.

Table 4: ZIMMAN I STAFF DEVELOPMENT PROGRAM COMPONENT

Long-term Postgraduate Training

	Number of Staff	
Training Programs	Returnees	Enrollees
Masters	11	1
Ph.D.	9	6
Post-doctoral	3	-
Total	23	7

The selection of participants has been guided by the priority areas established under ZIMMAN I. The University faculties represented are as follows:

Table 5: FACULTY MEMBERSHIPS

Former Staff Development Fellows Funded by ZIMMAN I

Faculty	No.	Faculty	No.
Agriculture	8	Commerce	2
Medicine	2	Science	4
Education	4	Social Studies	2
Law	1		

Of the seven remaining in long-term training, the distribution among faculties is: agriculture 1, science 4, and veterinary science 2.

In addition, the project funded long-term degree training programs for three non-SDF staff persons. Among this group, one each received a bachelor's, a master's, and a doctorate degree. The successful completion rate is 100 percent.

C. FINDINGS

In respect to the needs of the University, the ZIMMAN I project has focused support on the long-term Staff Development Fellowship Program and short-term faculty study tours as well as provided five American professors to teach in disciplines in which faculty were receiving training. The input into training and staff development is significant. The project supported nearly one-quarter of the SDF program participants to date in the acquisition of postgraduate degrees, and it has afforded numerous opportunities for teaching staff to strengthen instructional competencies.

According to the University, USAID/Harare, and IIE, all parties worked closely in participant recruitment, selection, U.S. placement, and re-entry. Comparable expressions of program satisfaction were likewise espoused by recipients of training. Both short- and long-term participants interviewed were especially pleased with their placements in the United States. The aspects of training that featured prominently when speaking of usefulness were level of content, instructional methodologies, quality and variety of teaching/learning aids, and field visits. Upon return to employment, participants realized a greater sense of competency and self-confidence.

In particular, the returned Staff Development Fellows or long-term participants expressed great satisfaction with the manner in which IIE administered the project

both in Harare and the United States. They stressed that as fellows they experienced no programmatic or personal problems that proved to be beyond the organization's competency to try to find a solution. They further expressed unqualified satisfaction with the selection procedures for the award of fellowships and the way their re-entry was handled by both the University and Contractor.

Acknowledgement is made that, by and large, it has always been argued that qualitative contributions of a project of this type are extremely difficult to measure and assessments tend to be subjective. However, if discussions with ZIMMAN I participants are used as a barometer, the argument becomes somewhat blurred. An interesting case in point is that the Team finds the project has, among other things, greatly enhanced computer literacy at the University. In this way, the project has effectively imparted high quality, relevant technical and professional training to a relatively wide segment of the University community. Another noteworthy outcome is that most of the long-term fellows have assumed responsible positions within the administrative structure as course/program coordinators, chair persons of Departments or deputy deans of Faculties.

Table 6: UNIVERSITY OF ZIMBABWE STAFF DEVELOPMENT FELLOWS

Fields of Study by Degree Program	
M.A.	Ph.D.
Agriculture	Applied Mathematics
Education/Curriculum Development	Educational Administration
Agricultural Economics	Agronomy
Entomology	Plant Breeding
	Public Administration
	Adult Education
	Physiology
M.P.A.	Biochemistry
Public Administration	Post-Doctoral
	Food Science/Population
M.B.A.	Endocrinology
Business Administration	

Table 7: UNIVERSITY OF ZIMBABWE SHORT-TERM STUDY TOURS

Program Areas of Specialized Training
Fields of Study
. Agricultural Science
. Botany
. Mineralogy
. Physiology/Laboratory Research
. Veterinary Science
. Business Management/Hotels
. Microbiology/Leprosy
. Agriculture/Computers
. Educational Administration
. Crop Science
. Computer Mining Research
. Genetics/Soil Science
. Medical Microbiology
. Agricultural Statistics/Planning
. Sudden Infant Death Syndrome (S.I.D.S.)

). SHORT-TERM TRAINING

'qually as important to the University as having properly credentialized teaching taff is the maintenance and upgrading of staff knowledge and skills. Keeping breast of current developments in fields of programmatic offerings is essential to ny training institution. The project component designed to address this universal raining requirement is the short-term training element. Funds were allocated to upport U.S. study tours for active full-time academic staff. ZIMMAN I afforded 16 aculty members opportunities to acquire state-of-the-art information in their chosen isciplines and in the areas of instructional and research technologies, including omputer based skills training.

:. GENDER STAFFING PATTERNS

he University, especially as it relates to SDF, has a reputation for high recruitment :andards. It is believed that the established system is effective and in most istances produces capable academic staff. Anyone invited to join the faculty perates from the premise that he or she has been subjected to the same rigorous rocess of evaluation. It is University policy to recruit based on "merit" only. No ositive factors are built into the selection criteria to give preference or any special onsiderations to women. All administration and faculty members interviewed clearly iew the system as being unbiased. The Pro-Vice Chancellor, as well as other

officials, repeatedly stated a strong interest in substantially increasing the female presence within the faculty and indicated that the University would welcome assistance in addressing this matter.

As of the end of calendar year 1989, women represented 16 percent of the total academic staff. The complement of Zimbabwean women is considerably less however, since Zimbabweans as a group constitute 65 percent of the faculty registry. (See Table 8 below.)

Table 8: UNIVERSITY OF ZIMBABWE ACADEMIC STAFF THROUGH DECEMBER 1989

Faculties	Established Posts	Persons In-Posts	In-Posts		Zimbab-weans In-Posts
			Male	Female	
Agriculture	59	44	35	9	39
Arts	112	97	76	21	78
Commerce	64	30	24	6	26
Education	88	78	65	13	62
Engineering	143	74	68	6	24
Law	22	20	17	3	18
Medicine	159	118	94	24	68
Science	194	137	120	17	83
Social Studies	84	68	51	17	52
Veterinary Science	39	30	29	1	8
Other	5	3	3	0	3
Total	964	699	582	117	461

a. Whereas ZIMMAN I attained a 17 percent participation rate for women in the category of long-term postgraduate training at UZ, the project's overall rate stands at 8 percent. The substantially lower female participation rate is due to the absence of women among the non-SDF participants and a mere 4 percent rate for short-term training.

b. Findings

The acquisition of graduate degrees by five women fellows increases, at least incrementally, the representation of women faculty members as a whole. The significance is far greater when measured in terms of the contribution to localization efforts and female participation therein.

Despite the relatively small pool of Zimbabwean women candidates available from which to draw for short-term training, the unusually low numbers who participated in study tours are not easily understood. This is more so in light of the commonly held position locally that women can more readily accommodate short, rather than extended, periods of time out of the country and away from family obligations. The weight of evidence strongly suggests that women in this environment will not automatically avail themselves of training opportunities simply because they exist. Although not specifically designed to assist the University, it is strongly urged that ZIMMAN II take a proactive stance and develop strategies and concrete programs for outreach to women in all sectors.

F. AMERICAN TECHNICAL EXPERTS

Five American professors were sponsored under the project to teach at the University in areas of critical need in the departments of surgery, anaesthetics, metallurgical engineering and veterinary science. They temporarily occupied posts to be filled by staff development fellows enrolled in long-term study programs in the U.S.

Each professor was contracted by AED, under operational personnel (OPEX) type arrangements, to serve the University for a minimum of one year. All were amenable to extend beyond the minimum stipulated period. In fact, three agreed to contract extensions under the project. While at the end of the second contract, one of the three left, the other two decided to remain and accepted local term contracts from the University. The pattern of service that developed demonstrates dedication and commitment on the part of the OPEXers to human resource training and strengthening higher education in Zimbabwe. It also attests to the harmonious working environment at the University. As can be deduced from the requests for extensions, University satisfaction with the performance and contribution of the American professors was quite high. This sentiment was repeated by all key University officials.

The relatively good relations notwithstanding, some problems did arise. The University found the recruitment process for American professors particularly wanting. The chairman of the Staff Development Fellowship Committee informed the Team that it had not been easy to find qualified persons among the candidates submitted for consideration. It was not conceded that the University's standards may be somewhat rigid, but that was not perceived as a sufficient explanation. The inability of the University to fill teaching posts in critical fields, such as engineering where there is a 50 percent staff vacancy, was of great disappointment. The overall recruitment process was protracted and entailed the screening of large numbers of candidates, most of whom were rejected. Three positions were never filled.

G. LIBRARY PROCUREMENT

Action has been undertaken to purchase approximately US$ 250,000 worth of books and equipment for the library of the University of Zimbabwe. This procurement was not a part of the original set of project activities. It was proposed by the human resources officer as a worthwhile way to expend some of the excess funds generated from AED delivery orders. The perpetual scarcity of teaching, topical, and basic reference materials at the University is a well documented fact.

In response to the generous offer the library spent months querying departments, compiling book lists and verifying titles. On 25 February 1990, a PIO/C was submitted to REDSO/ESA for the procurement of a microfiche reader (to be placed in the library) and thousands of books. The contract was awarded through an IQC to American Manufacturers Export Group (AMEG), one of the two general procurement agents for the region. AMEG in turn solicited competitive bids from book vendors for fulfillment of the order. The approach soon bogged down because of refusals by some bidders to comply with IFB regulations for firm price quotes; differences over claims of the availability of large numbers of titles; enormous pricing quotation discrepancies; inexplicable delays, to name but a few of the problems. When queried about other options, AMEG stated that soliciting bids directly from publishers was not desirable because the process of identifying appropriate publishers was too cumbersome and time consuming. No amount of intervention from the Mission's human resource officer or the USAID regional procurement officer was able to unravel the web of confusion. A larger than usual correspondence traffic file attests to the multiplicity of problems surrounding the procurement order for the library.

The final outcome is impossible to predict. AMEG recently requested another contract extension. The request was denied and AMEG has been directed to ship microfiche, which they profess to have in their possession, and any books that can be secured by PACD date, 30 September 1990.

Nothing remains to be done but to wait and see what the purchase order will yield. By early October 1990 six crates of books plus equipment had arrived in country and is estimated to number approximatelsy 6,000 books. This is now waiting to be cleared through Customs.

VI. PROJECT RESOURCE UTILIZATION

A. FINANCIAL INPUTS

The life of project funding is US$ 13,139,000. The following table illustrates financial inputs.

Table 9: PROJECT FUNDING BY INPUTS (000s)

Inputs	Proposed [a] Allocation	Actual [b] Allocation	Estimated Final Allocation
Training			
Long-term	6,978	7,839	7,900
Short-term	2,549	719	720
Consultants	2,198	1,517 [c]	1,800 [c]
Commodities	----	----	400
Contingency	1,195	2,288 [d]	2,300 [d]
Total	$13,139	$12,363	$13,120

(a) Source: Project Agreement
(b) Source: Comprehensive Pipeline Report by Budget Allowance as of 09/07/30
(c) Includes OPEX costs
(d) Core Costs/IIE

The projected contribution of the GOZ at $4,526,000, brings total project costs to $17,665,000. It is intended to cover salaries for participants, in-country training costs, program administration, and support costs for consultants.

B. PROJECT COMPONENTS

1. Training

The prominence given to participant training relative to other project components are in line with project objectives. ZIMMAN I was slated to fund training for 315 Zimbabweans (i.e., 195 short-term participants and 120 long-term participants). These targets were exceeded by 16 percent. During the life of the project, 209 persons participated in short-term training programs and 158 in long-term programs for a total of 367 participants.

A review of costs for individual participants confirms that Handbook 10 regulations were adequately followed. There are no outstanding costs anomalies.

2. Findings

Long-term training is a requisite for the development of a nation's skilled human resource base. Comparable alternative institutional modes for goal attainment are currently nonexistent. The high costs inherent in long-term external training are therefore unavoidable when the intent, as in the case of ZIMMAN I, is to provide graduate training in areas not available within the host country and to supplement training capacity on the undergraduate level. Project foci also precluded taking advantage of any cost savings that might be realized from third-country training because of the limited number of appropriate opportunities offered.

Optimal utilization of funds for training was made by devoting major project resources to staff development at the University of Zimbabwe to strengthen indigenous training capacity. The distribution of project resources expended for training activities by sector or program are as follows:

- 20 percent for University staff development;
- 30 percent for general undergraduate scholarship program; and
- 50 percent for the public sector, parastatals, and private enterprises.

3. Technical Assistance

The project agreement proposes $2.2 million in the category of technical assistance for 150 person months of short-term consultancies. This is one area of project implementation where deviation from the project design occurred. The ProAg envisaged the development of a comprehensive in-country training program supported by large numbers of U.S. consultants. Mutual agreement was reached by the two governments that the ever increasing skilled manpower needs shortly after independence could be met most effectively through degree training in priority areas. Resources were reallocated accordingly.

The technical assistance that was provided by the project was primarily through the provision of eight OPEX teaching personnel to the University of Zimbabwe and the Harare Polytechnic Institute. The OPEXers accumulated more than 300 person months of service to the designated training institutions.

During the last few years of the project 25 p/m of technical assistance were utilized in the conduct of five private sector workshops and direct management development assistance to NGOs and a national policy development institute.

4. Commodities

The project agreement proposed the modest amount of $219,000 for training equipment and supplies. With the added realization of excess funds from AED delivery orders, a total of approximately $400,000 was made available. These funds have been divided between two activities: the development of a national scholarships computer tracking system and the purchase of books and equipment for the library. The procurement costs are 40 and 60 percent respectively. Because of the nature of the activities undertaken, their potential impact is far-reaching if successfully implemented.

VII. SPECIAL ISSUES: FINDINGS

A. WOMEN HUMAN RESOURCE DEVELOPMENT

ZIMMAN I achieved an overall project female participation rate of 23 percent. The pattern identified by the mid-term evaluators in 1987 has carried through to the end of the project. Women attain their highest level of participation in the category of long-term training. This is attributable to the significant number of women (as recorded in Table 10) who acquired undergraduate degrees.

Table 10: PARTICIPANT TRAINING FOR LIFE-OF-PROJECT

Type of Training	Total Number Participants	Women Participants	Women % of Total
1. Long-term			
Bachelors	53	21	40
Masters	82	26	32
Ph.D.	19	1	6
Diploma	4	1	25
Total	158	49	31
2. Short-term	209	33	15
3. All Training	367	82	23

The findings hold implications for future participant training programs and the extent of support offered for the professional advancement of women. The design of appropriate activities to bolster women human resource development in Zimbabwe will require in-depth study but some insights have been gleaned. The Team proffers that there are strong indications that women are frequently not encouraged to take advantage of training opportunities; that they are much less likely than men to be recommended by superiors for specialized or technical training; that women are denied study release more often than men; and that historical experience makes women inhibited, hence they are less inclined to take the initiate in seeking out training.

B. HISTORICALLY BLACK COLLEGES AND UNIVERSITIES

The dismal placement rate of 5 percent for participation in HBCUs is the one outstanding blemish on IIE's performance record. As stated in the mid-term

evaluation report and confirmed by discussion, the contractor considers placing participants in HBCUs problematic. Some of the reasons given include:

1. that candidates, when presented with several choices of institutions (which is the established practice), select the "best" schools;

2. that undergraduate candidates only want to attend institutions with Ph.D. programs because of the perception of research benefits derived therefrom; and

3. that HBCUs do not offer graduate programs outside of the humanities.

IIE's attitude, as exemplified by the comments cited, is stereotypical and outdated. As a matter of public record, many HBCUs have achieved distinction in certain fields of study and for innovative programming. Last year, for example, an HBCU in Atlanta was ranked among the top 8 of all liberal arts colleges in the southeastern region of the United States by a nationally recognized accrediting association.

Currently HBCUs number more than 100. As a group, they have a broad repertoire of program options, both at the graduate and undergraduate level, in the priority areas of agriculture, business administration, health, education, science and management. A representative group provides short-term programs and possesses the capability to tailor programs to meet individual needs.

Greater contractor responsiveness to Agency targets for the utilization of HBCUs is dependent upon future Mission action.

C. PARTICIPANT TRAINING ALLOWANCES

The single issue aired consistently by participants interviewed during the course of the evaluation is that allowances for U.S. study programs are inadequate. Frustrations were expressed about the high cost of living, but the greatest problems related to finding suitable housing at reasonable costs. Many were quite candid in their comments on the "belt tightening" required to make ends meet. Identical points were registered in the participant training questionnaire results presented in the mid-term project evaluation report.

The Team is not in a position to corroborate or refute the inadequacy of allowances but the evidence suggests that an examination of financial support issues is warranted.

D. COMPUTER SCHOLARSHIP TRACKING SYSTEM

The Academy for Educational Development was given responsibility for the establishment of a national computer scholarships tracking system in the Department of National Scholarships. Over the course of the last three years of the project, technical assistance was provided to design and install the system, train staff, and procure equipment. Final computer consultant evaluation reports may be referred to for in-depth technical analysis of the activity.

In summation, the current status of the scholarship tracking system may be characterized as operational with a few outstanding problems. These problems emanate basically from the physical separation of equipment and staff. The necessity of having to go to the terminal room on another floor whenever a need arises to input or access data greatly diminishes system usage. This awkward arrangement resulted when DNS changed office locations between the time of the original configuration design and the arrival of the equipment. A determination had been made that in order to make the tracking system fully functional within the existing facility, short range modems were required to connect terminals. Hence, the system continues to remain underutilized.

At present most of the use of the tracking system us devoted to the data base of information on scholarships and candidates. This centralization of processing external fellowship offers has enhanced departmental operations and the distribution of scholarships. However, without further systemic intervention and staff training, optimal performance and potential use as a national data bank for available manpower skills and as an employment planning tool for the private sector will never be completely realized. If this were permitted to happen, the country would be denied vitally needed human resources training services and USAID will have missed an opportunity to make an invaluable contribution.

Although ZIMMAN I comes to an end, the merit of finding alternative means to correct outstanding problems, relative to short haul modems and spare parts, should be investigated considering the minimal additional cost factors and the major investment already made.

VIII. CONCLUSIONS, RECOMMENDATIONS AND LESSONS LEARNED

A. CONCLUSIONS AND RECOMMENDATIONS

1. Project Management and Implementation

The project has been generally well managed. The multiplicity of management attributes and program successes have been extensively enumerated. Effectiveness may be further enhanced in similar types of projects if systems are put in place that produce data on a continuous basis on (1) the timely and productive utilization of project resources, and (2) the progress being mode toward the accomplishment of project objectives. Accountability could also be substantially strengthened if specific goals relative to particular objectives are included in the project design as well as more definitive directives on reporting requirements.

Recommendations:

- Contracts awarded for project implementation that contain targets for the achievement of special objectives (e.g., female and HBCU participation) should have specificity incorporated into performance criteria. This process will require active Mission monitoring.

- Human resource development projects should require U.S. implementing agencies to develop on-going participant monitoring and evaluation systems.

- Project specific as opposed to combined reporting should be required of contractors of multiple awards. Seperate documentation should be submitted for each project.

2. Program Development

In the continuing absence in the host country of well developed sectoral staffing plans and clearly defined institutional criteria for participant selection, a systematic approach grounded in USAID's historical knowledge would enhance results.

Recommendation:

- Written guidelines should be established for the development of participant, institutional, and sectoral training plans by local entities requesting project assistance.

3. Participant Training

The project successfully placed hundreds of Zimbabweans in training programs in development priority subject areas. With the anticipated continuing national needs for skills upgrading to improve the human resource infrastructure and a minimal experiential base, the immediacy of the demand for technical and specialized training that have practical application is paramount.

Recommendations:

- When project funding for participant follow-up terminates, A.I.D. should provide non-project funds for continuing participant monitoring on an ongoing basis.

- Every short- and long-term participant training study program should be carefully assessed to determine the desirability of including unpaid internships and other practical training components.

4. Technical Assistance

American professors rendered valuable educational services by teaching courses and participating in curriculum development exercises at local training institutions. The potential long-term impact was significantly reduced because of a lack of overlap with Zimbabwean faculty. In the absence of this type of arrangement, it is not possible to transfer skills, knowledge, and teaching competencies to instructional staff.

Recommendation:

> Any project supported placement of long-term operational Experts (OPERXERS) in developing countries should require that they overlap with assigned local personnel or devise other time-tested means to effectuate technology transfer.

5. Special Issue: Recommendation

An assessment should be made of the feasibility of securing an alternative funding source to underwrite the cost for corrective measures to make the national scholarships tracking system fully operational and expanding its capability to perform as a planning and decision tool. Limited funding should be adequate to increase utilization.

B. LESSONS LEARNED

1. Goal Attainment: Process

A Mission's statement of interest in the attainment of particular project objectives or outcomes is insufficient to assure action. Nothing should be taken for granted. Performance expectations must be backed by performance criteria and actively managed systems of accountability.

2. Goal Attainment: Output

The success of ZIMMAN I demonstrates that a participant support system built upon highly personalized services can transform routine placements into a coherent training program responsive to the particular needs of a given country. The systematization of individual attention to participants' programmatic and personal requirements contributes to the accomplishment of human resource training.

APPENDIX I

FINAL EVALUATION SCOPE OF WORK

A. Scope of Work

The evaluation shall review the overall achievement of the GOZ through sustaining high professional standards and operational effectiveness training trainers and staff development in select areas relevant to GOZ, development priorities in small farms, agriculture, technical training, health, management and private sector activities.

The evaluation shall address the following:

1. The impact of the project versus its intended objectives and the project's effectiveness.

2. The appropriateness and efficiency of the procedures for identifying critical skills training.

3. The appropriateness and efficiency of criteria and procedures for participant selection.

4. The expectations, motivations of the project participants prior to entering and expectations and plans upon completion of training.

5. Whether the participant work experience upon return, salary responsibilities and activities were periodically monitored through the life of project.

6. The appropriateness of the sponsoring organizations staff development plans, criteria for selecting participants, expectations for impact of training, orientation, communication and re-entry activities, and the participants impact and effectiveness in the organization.

7. The impact of the quality of the technical assistance on the institutions receiving technical assistance.

8. The adequacy and administrative capacity of the implementing contractor and USAID for project implementation:

   - problems encountered by DNS and USAID/Zimbabwe
   - effect of bonding on retention in public sector
   - adequacy with which USAID Handbook 10 requirements were met
   - adequacy and effectiveness of HBCU involvement

9. The gender of the beneficiaries under this project and whether the beneficiaries judge the program to have been a success or a failure.

10. The percentage of the University of Zimbabwe staff receiving Masters or Ph.D. degrees that were women and how does that percentage correlate with the percentage of women staff at the University. Also, assess the opportunities and or constraints which the women experienced throughout the application/selection process.

11. The percentage of the participants in long-term participant training that were women and what factors influenced these percentages.

12. The percentage of the participants is short-term participant training that were women and what factors influenced these percentages. Also, examine the recruitment/selection process to determine what constraints hindered full female participation.

13. The ministries who nominated short term participants and if the ratio of men/women in their workforce was reflective of their ratio of men/women nominees.

14. Whether the recruitment strategies, information dissemination, accessibility, training location, timing of program, and facilities differed for each training program and influenced higher or lower percentages of female participants by program.

15. Strategies which could have increased the numbers of female participants across-the-board.

16. The cost-effectiveness of this project compared with alternative institutional modes/approaches to accomplishing the same objectives.

17. The implementation and monitoring system of the project and assess any problems that were confronted during its implementation and whether deficiencies were recognized and corrected in a timely fashion. Summarize major events and problems associated with the project and its implementations.

18. The role played by the Academy for Educational Development (AED) in the provision of long term Technical Assistance (TA) to the training institutions and the procurement of computerized scholarship training system for DNS.

19. Analyze the role played by the Institute of International Education in the provision of short term Technical Assistance (TA) and evaluate its impact on implementation of the project.

20. Lessons learned from the design and implementation of this manpower training project.

APPENDIX 2

LIST OF PERSONS INTERVIEWED

Mr. Chakezha
Department of National Scholarships
Office of the President and Cabinet

Ms. E. Chanakira
Basic School of Nursing
Parirenyatwa Hospital

Dr. F. Chanakira
Faculty of Science
University of Zimbabwe

Mr. M. Chaora
Department of Health
City of Harare

Dr. T. N. Chideya
Central Administration
University of Zimbabwe

Dr. C. E. Chikombah
Faculty of Education
University of Zimbabwe

Mr. C. Dzinotyiweyi
Computer Operations Unit
Department of National Scholarships
Office of the President and Cabinet

Dr. P. K. Dzvimbo
Faculty of Education
University of Zimbabwe

Mr. C. M. Gamure
Director, Appointment and Personnel
University of Zimbabwe

Mr. R. L. Gapare
President
National Farmers Association of Zimbabwe

Mrs. F. Gwata
Deputy Registrar
University of Zimbabwe

Mr. B. Hlatshwayo
Faculty of Law
University of Zimbabwe

Mr. K. N. Hungwe
Faculty of Education
University of Zimbabwe

Dr. L. M. Jaji
Faculty of Education
University of Zimbabwe

Ms. Machengete
Assistant Director
Staff Development and Training
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Dr. P. M. Makhurane
Pro Vice-Chancellor
Chair, Staff Development Fellowships Committe
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Dr. I. Mariga
Faculty of Agriculture
University of Zimbabwe

Mr. M. Marititi
Agriculture Extension Officer
Mashonaland East
Ministry of Lands, Agriculture and Rural Resettlement

Mr. H. Matanga
Finance Officer
Voluntary Organizations in Community Enterprise

Mr. S. S. Matindike
Senior Assistant Registrar
Staff Development and Training
University of Zimbabwe

Mrs. K. Matsika
Library
University of Zimbabwe

Dr. M. Matshazi
Deputy Dean
Faculty of Education
University of Zimbabwe

Mr. J. Mawoyo
Fire Fighting Department
City of Harare

Mr. M. B. Mkumbuzi
Chief Education of Officer
Ministry of Education and Culture

Mrs. Moyo
Training Officer
Small Enterprises Development
Corporation

Mr. E. Moyo
Undersecretary
Department of National Scholarships

Dr. J. Moyo
Faculty of Social Studies
University of Zimbabwe

Dr. S. T. Mpofu
Faculty of Education
University of Zimbabwe

Mr. H. T. Mudede
Personnel Officer
Air Zimbabwe

Ms. T. Mugambiwa
Faculty of Commerce
University of Zimbabwe

Mr. F. Murandu
Central Administration
University of Zimbabwe

Dr. T. Mutangadura
Faculty of Science
University of Zimbabwe

Mr. E. Mubunzi
Fire Fighting Department
City of Harare

Mr. Ncube
Manpower Planning Unit
Public Service Commission

Mr. J. Nyandoro
Program Marketing Officer
Harare Office
Eastern and Southern African
Management Institute

Mr. D. Onyango-Omoudo
Resident Representative
Harare Office
Eastern and Southern African
Management Institute

Dr. A. Rukobo
Director
Zimbabwe Institute of Development
Studies

Mr. A. P. Sheridan
Deputy General Manager
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Corporation

Mr. G. Vito
Project Analyst
Ministry of Higher Education

Ms. P. Waungana
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University of Zimbabwe

Mr. J. Zisheri
Agriculture Extension Worker
Midlands Province
Ministry of Lands, Agriculture and
Rural Resettlement

USAID Mission

Ms. Allison Herrick, Mission Director

Ms. Sarah Bishop, Training Officer

Mr. Claude Reece, Project Development Officer

Institute of International Education

Ms. Raquel Dillett, Field Representative

Ms. Irene Chikaka, Field Office

Ms. Linda Chindori-Chiniga, Field Office

Ms. Dorothy Anderson, Director Zimbabwe Manpower Development Project

Academy for Educational Development

Mr. John Hatch, Home Office

APPENDIX 3

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APPENDIX 4

TECHNICAL ASSISTANCE: CONSULTING ASSIGNMENTS

Date	Organization	No. of Consultants	Activity
09/01/83 10/31/84	Zimbabwe Institute for Development Studies	1	Develop Library System
06/05/84 06/30/84	Faculty of Education University of Zimbabwe	1	Program Development
11/30/85 12/15/85	Zimbabwe National Family Planning Council	1	Training-of-Trainers
08/01/87 01/22/88	VOICE	2	Program Planning/ Workshop
08/02/88 09/05/88	Zimbabwe Reinsurance Corporation	1	Underwriting Workshop
10/28/88 11/22/88	ZIMCARE Trust	1	Program Development
04/01/89 09/03/89	Confederation of Zimbabwe Industries	2	Export Marketing Seminar
08/17/89 09/03/89	Employers Confederation of Zimbabwe	2	Executive Management Workshop
11/17/89 12/05/89	Family Counselling Unit	1	Training-of-Trainers
08/27/90 09/09/90	Employers Confederation of Zimbabwe	2	Executive Management Workshop