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LOCAL LEVEL DEVELOPMENT ADMINISTRATION
AND TRAINING NEEDS IN ZAIRE

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LOCAL LEVEL DEVELOPMENT ADMINISTRATION
AND TRAINING NEEDS IN ZAIRE

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Lubbock 12 August 1980



Survey Goals

The basic aims of this survey are to assist the C.P.A. (Centre de Perfectionnement de l'Administration), a public administration training unit, attached to the University of Zaire, to more effectively perform its functions. These functions include the identification of training needs and the design, implementation and evaluation of training programs. In addition the C.P.A. conducts research on problems associated with the performance of government employees, including day to day administration, project implementation, inter-service coordination and rural development.

Administratively, Zaire is divided into regions, sub-regions, zones, collectivities and localities. This survey was designed and implemented specifically to identify and deal with problems of administration and development at the level of the zone and collectivity. It is felt that it is at these levels that central government policies have their greatest potential effect on the populace. It is here that complex programs of development must be transformed into concrete actions which will eventually determine the success or failure of rural development efforts.

The zone and collectivity also provide the vital communications link between the rural populace and both the regional and central governments. By maximizing the effectiveness of this link the probability of designing new, and/or

modifying existing rural development efforts which are in accord with local needs is increased. In turn, the overall chances of successfully implementing development efforts are significantly improved.

In this context the survey has several important purposes: (1) to provide baseline data against which the success, or lack thereof, of future interventions such as training courses, administrative reorganization, and political reforms can be judged; (2) to provide a description of existing practices, problems, and attitudes of zone and collectivity level personnel; (3) to serve as a training exercise to upgrade the capabilities of the C.P.A. to do training needs analysis; (4) to be used as input into the design of training programs; and (5) to be, at least in part, itself used as a training device for zone level personnel who will be participating in C.P.A. training programs.

The fundamental assumption underlying this entire effort is that the problems of rural development in Zaire are directly associated with the nature of administrative structures and behaviors which predominate at the local level. This is not to suggest that administrative factors alone determine the success or failure of development efforts. This author does not wish to take exception to those who would argue that factors exogenous to local bureaucratic structures, such as national political organization, international dependency, local social structure, culture traditions etc.; are far more important

determinants of rural development. However, since it is at the level of local administration that the delivery of most fundamental government services, including technical support (i.e. extension work), takes place, the local bureaucracy has an important role to play as a facilitator of rural development. In sum, the existence of effective, smoothly running organs of local governance are being considered as a necessary, although certainly not a sufficient condition for rural development.

From this perspective there are three important types of factors which may act as impediments to effective local development administration: 1) external impediments - those problems which derive from and are influenced by factors exogenous to local administration (eg. national administrative practices, pay scales, transfers, the division of functions among services, provision of equipment, promotion, recruitment); 2) internal structural impediments - factors endogenous to local administration such as the organization of local administrative activities; and 3) internal behavioral impediments - factors which are endogenous to local administration such as inter-service cooperation, role perceptions, and the utilization of skills.

All three types of factors will be considered here in order to assess their relative importance, and hence the utility of undertaking a training effort. There is little that can be done regarding exogenous structural impediments, other than to bring these factors to the attention of appropriate

higher government authorities. To the extent that endogenous factors, both structural and behavioral, impede effective local development administration, the problems of local administration can presumably be alleviated through well designed training efforts implemented at this level.

The Survey Instrument

The survey instrument was designed jointly by the author and the staff of the C.P.A. The questions included in the instrument were selected to provide data in the following general areas of concern: (1) obstacles to increasing production in rural areas; (2) factors which limit the effectiveness of rural extension agents; (3) the importance attached to various work activities by zone, collectivity, and locality level administrative personnel; (4) perceptions of the amount and adequacy of time allocated to the various work activities by these agents; (5) an assessment by the interviewees of their own training needs; (6) the role perceptions of the interviewees; (7) background factors which potentially have an impact on the responses obtained in 1 through 6 above.

The interview schedule, consisting of seventy three questions (some with several parts) generally took between thirty minutes and one hour to administer. The questionnaire was translated from French into several local languages by several individuals who speak each language as a mother tongue. Where there was disagreement or ambiguity regarding the correct

translation of a particular term native speakers in the rural milieu were consulted. The translated versions were employed for those interviewees who either requested them and/or are not fluent in French.

Sample

The sample universe was defined in terms of three of Zaire's eight regions. The sub-regions and zones (two in each sub-region) within which the study and eventually the training was to be done were selected on the basis of the priority attached to these areas in the Plan Mobutu. They are considered to be areas having high potential for agricultural development. Within each zone two representative collectivities were selected. The basis for the selection were demographic (population) and geographic (distance from the zones main town).

The specific offices to be included in the study were selected on the basis of an extensive compilation by the C.P.A. staff of descriptions of government posts currently functioning at the level of the zone and below. The occupants of thirty five such roles were selected for inclusion in the research effort. These roles encompass a wide variety of administrative, technical, political and judicial functions. They are representative of both the territorial administration, the various government services, and the political structures. They include individual roles which vary from the lowest posts in the locality to the highest positions in the hierarchies of

the various services at the level of the zone.

The three regions, in which the survey was conducted Bas-Zaire, to the south and west of Kinshasa, Bandundu, to the east of Kinshasa, and Haut-Zaire in the north east of the country, can not necessarily be considered representative of the nation as a whole. The three regions are, however, diverse enough so that the problems experienced by local administrative agents should run the gamut of problems experienced throughout the nation. In terms of contact with the central government, two regions Bas-Zaire and Bandundu have relatively easy access to Kinshasa, while the third, Haut-Zaire is the most distant region from the capital.

---- Map 1 About Here ----

Those interviewed do not represent a sample in the normal sense of the word. They were not randomly selected as part of a national sample. It is perhaps more accurate to identify those interviewed as being part of a bloc sample, that is, a sampling universe centered around the zone and collectivity. There is no reason, however, to believe that those interviewed are not reasonably close in terms of training, experience and attitudes to zone and collectivity level cadres throughout the country.

Access to the interviewees was gained through higher level authorities. Interviewees were assured that under no circumstances would their anonymity be violated. In fact, in only three cases did the individuals contacted refuse to be

C.A.R

SUDAN

UGANDA

RWANDA
BURUNDI

TANZANIA

CONGO
(Brazzaville)

EQUITORIA

HAUT-ZAIRE

KINSHASA

BANDUNDU

KASAI-
ORIENTAL

BUKAVU

BAS-ZAIRE

KASAI-
OCCIDENTAL

ANGOLA

SHABA

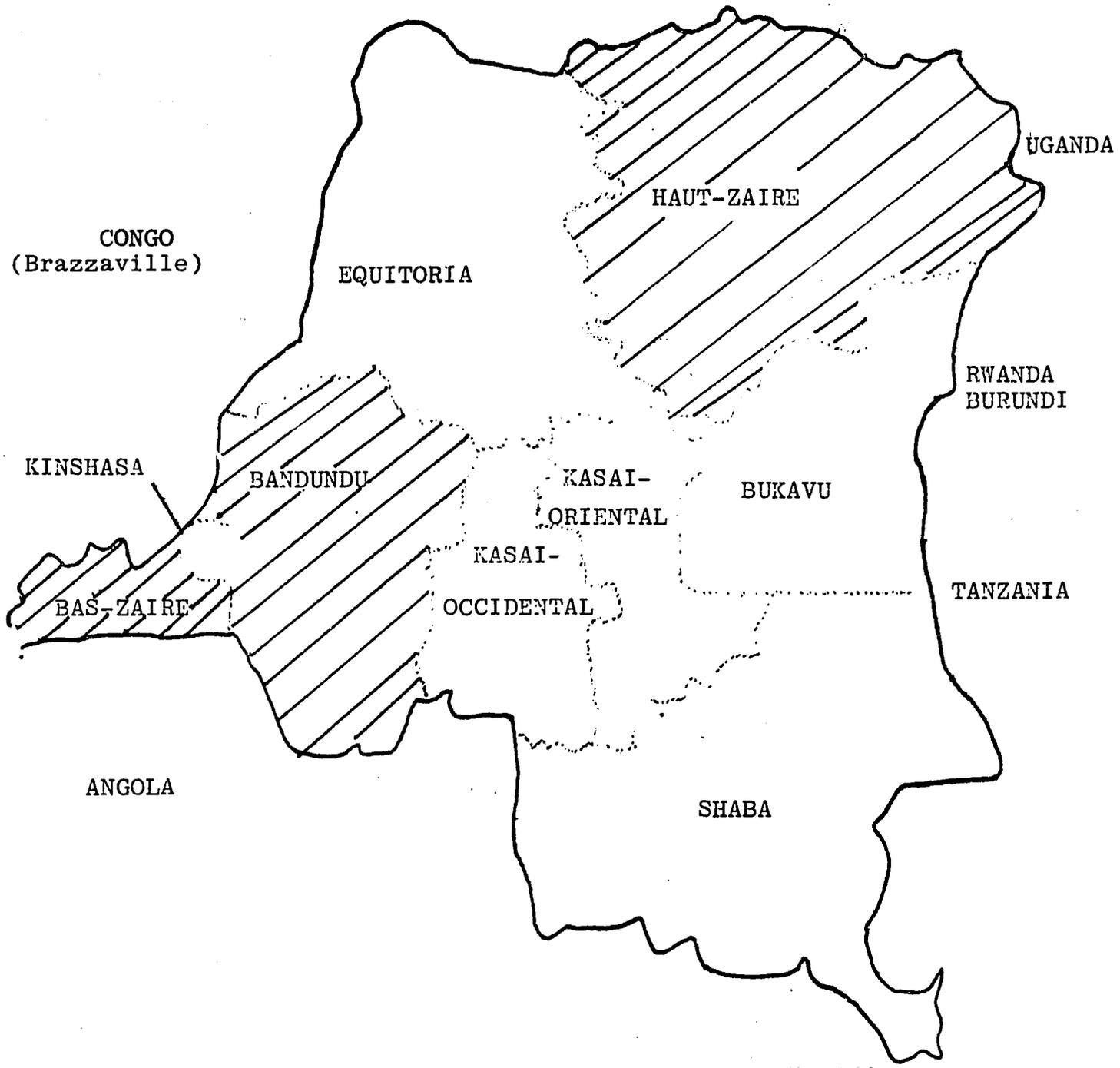
ZAMBIA

Map 1

Republic of Zaire-Regions

Key

- Regional Boundaries
- //// Regions Included in Survey and Training



Roles included in the SampleZone

Commissaire de Zone

Agronome de Zone

Chef de Bureau de Zone

Veterinaire de Zone

Chef d'equipe du Developpement Rural

Commissaire de Zone Assistant

Responsable de l'Environnement

Greffier du Tribunal de Zone

Secretaire de Zone

Chef de Cellule du Developpement Rural

Chef de Poste d'encadrement Administratif

Commissaire de Zone Assistant Resident

Secretaire Permanent de Zone

Commandant de la Section Territoriale G.D.N.

Chef de Station T.P. de Zone

Surveillant de Prison de Zone

Chef de sous Brigade Cadastrale de Zone

Controleur des Prix de Zone

Comptable subordonne de Zone

Roles included in the Sample -- ContinuedLocality or Collectivity (Localité ou collectivité)

Chef de Collectivité

Secrétaire de Collectivité

Receveur de Collectivité

Policier de Collectivité

Collecteur d'impôts de collectivité

Preposé a l'Etat-Civil

Preposé a la Population

Chef de Localité

Auxiliaire Agricole

Moniteur Agricole

Infirmier Veterinaire

Aide-Infirmier Veterinaire

Agent Voyer

Preposé au Personnel de Collectivité

Dirigeant de la JMPR/Collectivité

Greffier du Tribunal de Collectivité

interviewed. The actual interviews were conducted by the personnel of the C.P.A. All interviewers participated in a three day training course on interviewing techniques, which included some practice interviews. All problems of interpretation were worked out before the actual interviewing process began.

The interviews were fairly evenly divided among the four sub-regions. Between 44 and 67 interviews were conducted in each (see table 1). On the regional level Haut-Zaire is over represented (44.2%) in the sample, because two of the four sub-regions included in the study fall within this region. Twenty six point one and 29.6 percent of the interviewees work in Bas-Zaire and Bandundu regions respectively. The range in the number of interviews conducted in each of the eight zones is between 21 and 40.

11

Background Characteristics of Zone, Collectivity and
Locality Level Bureau rats

The independent variables included in the study are employed to give a picture of the nature of the backgrounds of those interviewed and to see to what extent these background characteristics are associated with (exert an influence over) responses to the other items. The independent variables are of several types:

- 1) geographic - the region, sub-region and zone in which the interviewee works;
- 2) background characteristics of the individual - his age, education, and home region;
- 3) work related data on each interviewee - his post, when he was named to his current post, when he first joined the government service, the presence or absence of his supervisor in the area, frequency of contact with his supervisor, the number of cadres under his (the interviewee's) supervision, and the location of those under his supervision;
- 4) attitudinal data, more specifically the role perceptions of the interviewee.

The backgrounds of local government personnel are very diverse in terms of age, education and home region. The average age of the interviewees is 40.8 years with a range from 23 for the youngest to 80 for the oldest. For purposes of analysis they were regrouped into those born after 1950 (N=35) those

born between 1935 and 1950 (N=122), and those born before 1935 (N=66). These groupings roughly correspond to those who received virtually all their education and adult experience after independence, those whose education and experience were split between the colonial and independence periods, and those whose education, training, and early experience occurred under the colonial system.

TABLE 1 ABOUT HERE

It should be noted that the bulk (54.7%) of those holding government posts at the zone and collectivity are drawn from this middle category (1935-50). It is also quite significant that almost a third (29.6%) of the posts are filled by those who grew up under colonialism. The relatively low proportion of the young (15.7%) at these posts may reflect the fact that service outside the large urban centers is not considered very attractive by the post-colonial generation. Additionally, most of the posts at the zone, collectivity and locality levels were filled shortly after independence. The average years of government service for those in the sample is just under 15. The average age of these personnel is only 41. The turnover rate due to retirement and career changes is quite low. Therefore, there are relatively few positions which open up for the young. Taken together, these two factors seem to indicate that the composition of those currently in government service at the zone level or lower is not likely to change very much in the near future. Therefore, the best means available

Table 1
(Tableau 1)INDEPENDENT VARIABLES
(VARIABLES INDEPENDANT)

Variable		%	N
002 Region	Bas-Zaire	26.1	59
	Haut-Zaire	44.2	100
	Bandundu	29.6	67
			<u>226</u>
003 Sub Region	Bas-Fleuve	26.2	59
	Kwilu	29.8	67
	Haut-Uele	23.1	52
	Ituri	20.9	47
			<u>225</u>
004 Zone	Bulungu	12.7	27
	Idiofa	17.9	40
	Tshela	13.5	30
	Seke Banza	12.6	28
	Irumu	11.7	26
	Mahagi	9.4	21
	Wamba	12.6	28
	Dangu	10.3	<u>23</u>
			223

INDEPENDENT VARIABLES
(VARIABLES INDEPENDANT) -- Continued

Variable	%	N
007 Post - (see table 20 - Post by Training Needs)		
008 Education		
no formal education (pas d'education formelle)	5.3	12
primary school incomplete (ecole primaire incomplete)	14.7	33
primary school complete (ecole primaire)	8.9	20
secondary school (cycle d'orientation)	17.8	40
secondary school (cycle court)	36.4	82
secondary school (cycle long)	14.7	33
University (graduate)	0.4	1
University (licence)	0.9	2
University (doctorat)	0.9	2
Level of Administration		
Zone	32.3	73
collectivity	67.7	153

INDEPENDENT VARIABLES
(VARIABLES INDEPENDANT) -- Continued

VAR 012 Home Region (Region d'Origine)	%	N
other country	0.4	1
Bas-Zaire	24.8	56
Bandundu	28.8	65
Equateur	3.5	8
Haut-Zaire	37.6	85
Kivu	3.1	7
Kasai Occidental	1.3	3
Kasai Oriental	0.4	1
		<u>226</u>

VAR 013 Year of Affectation in Government Service

1921-1959	22.5	50
1960-1969	40.6	90
1970-1979	36.9	82
Total	100	222

Years as Government worker \bar{X} = 14.9 Median 14.1 Mode = 2
 Minimum = 1 Maximum = 59

INDEPENDENT VARIABLES
(VARIABLES INDEPENDANT) -- Continued

014 Tenure at current post	%	N
less than 1 year	18.6	41
1 - 2 years	20.8	46
2 - 3 years	8.1	18
3 - 4 years	7.7	17
4 - 5 years	8.6	19
more than 5 years	36.2	<u>80</u>
		221
015 Supervisor at same location		
No (Non)	41.6	92
Yes (Oui)	58.4	<u>129</u>
		221
016 How often do you see your supervisor		
every day	54.1	119
every other day	5.9	13
once a week	11.4	25
once a month	23.6	52
less than once a month	4.9	<u>11</u>
		220

INDEPENDENT VARIABLES
(VARIABLES INDEPENDANT) -- Continued

Age	%	N
23 - 30	15.7	35
31 -45	54.7	122
46 - 80	29.6	<u>66</u>
		223
\bar{X} = 40.8 Median 39.4 Mode = 35 minimum = 23 maximum = 80		
017 Personnel under our command		
0	13.3	30
1 - 5	26.1	59
6 - 20	34.1	77
> 20	26.5	<u>60</u>
		226
\bar{X} = 35 median = 7 minimum = 0 mazimum = 752		
OSDR		
working outside home region	11.9	27
working inside home region	<u>88.1</u>	<u>199</u>
	100.0	226

to induce change in current practices is through programs of in-service training.

The educational backgrounds of local government personnel are somewhat limited. Nearly 30 percent (28.9%) have completed primary school or less. Only 2.2 percent have completed university level training. The bulk have had some form of secondary education such as the cycle d'orientation (17.8%), the cycle court (36.4%), or the cycle long (14.7%). For the purpose of analysis these education categories were regrouped into those having completed primary school or less (28.9%), those having completed the cycle d'orientation or cycle court in secondary school (54.2%) and those having completed the cycle long in secondary school or some level of university (16.9%).

One potentially hopeful sign is that there is a significant relationship ($\chi^2 = 36.65$, 4df, $p < .0001$) between the age and education levels of these individuals. The association between the two is strong and negative (Gamma = $-.53$), indicating that young employees tend to be better educated than their older counterparts. Young, better educated cadres also are obtaining the higher posts at the local level. This finding would give cause for optimism if more of this group could be attracted to the service. Unfortunately this group is likely to remain a relatively small portion of the zone level employees for some time to come.

The home regions of the personnel in local government at the zone and collectivity levels closely correspond to the

regions surveyed. The vast majority of those surveyed are posted in their home regions. In Bandundu, for example, 91 percent of the local government staff interviewed are from Bandundu. The figures are roughly comparable for both Haut-Zaire (84.5%) and Bas-Zaire (90.0%). For analytic purposes the sample was broken down into those who are working ~~outside~~ their home regions (11.9%), and those working inside their home regions (88.1%).

Official government policy calls for high officials (commissaires de zone, zone agronomists, zone veterinarian, zone environment officer) in the various services to be posted throughout the country, without regard for their home regions. Government policy for the lower level positions is to post individuals in their home areas. In our sample we found that, even at the highest levels, a majority of the personnel (57%) are posted in their home regions. Even for the highest post, zone commissioner, only four out of the seven interviewed were outside their home regions. The only other post for which a majority of the role occupants were from outside the region was the representative of the ministry of the environment at the zone. For the lower level posts, virtually all personnel are assigned in their home regions.

The occupants of thirty-five different local government related roles are included in the survey. The various roles were broken down into three groups, roughly corresponding to the level (both educational and administrative) of each. The first roughly corresponds with the group that will be

participants in the first year's training (zone commissioner, zone agronomist, zone veterinarian, environment officer, rural development officer, etc.) In the second category are those who, are at lower levels in the administration and will be possible targets for future CPA training efforts. The third category includes the lowest levels of local government personnel. It is not yet clear whether this group, two thirds of whom have no more than a primary education, will be included in future C.P.A. training. It should be pointed out that this group expressed much less interest in training than either of the other groups. (This point is more fully discussed in the section on training needs).

Directly related to the individual's work activities, are the date of his affectation in government service, and the time which he has served at his current post. More than a fifth (22.5%) of the interviewees began working in government posts before independence (1960), while more than a third (36.9%) were first engaged between 1970 and 1979. The median time served at their current posts is between three and four years. Almost one in five (18.6%) have been at their current posts less than one year, while more than a third (36.2%) have been at their posts for more than five years.

The longevity of local level personnel in their current posts is subject to some variation by region. Those in Bas-Zaire have served at their present posts for a significantly ($\chi^2 = 22.28$, 10df, $p < .02$, Cramers V = .22) shorter period of

time (median = 1-2 years) than have their counterparts in both Haut-Zaire (median = 3-4 years) and Bandundu (median = 4-5 years). This may have an impact on administrative behaviors, and perceived problems and needs between agents in these regions.

There is also a great deal of variation in longevity between those occupying posts at different levels in the administration. Lower level personnel tend to have a significantly longer tenure in their posts than those in higher and mid-level positions ($\chi^2 = 48.64$, 10df, $p < .0001$, Gamma = $-.44$). Mobility, both vertical and lateral, is clearly more limited for those having the greatest daily contact with the masses. This can be seen as beneficial in terms of continuity and familiarity with the milieu, but detrimental in terms of morale and commitment to the task at hand. The frequent transfer of those in the higher posts also may have a negative impact because of the lack of continuity and leadership which results. **The upcoming transfer of more than two-thirds of all zone commissioners in the country and the attendant difficulties, is not atypical.**

Another potentially important work related factor is the nature of the vertical relationships between local government employees, especially contact with superiors and supervision of the work of subordinates. In the majority of cases (58.4%) the interviewee's **supervisor** was in the same location as he was. This obviously contributes to daily interaction between the two by most (81.3%) of these cadres. For those

whose supervisor is not physically located in the same town or village, most (64.1%) have contact with their supervisor only once a month or less. It is those in the highest and lowest job categories who are least likely to have supervisors present, or to see them regularly. Those in mid level positions, on the other hand, have the greatest interaction with their superiors.

Several inferences can be drawn from these data. At the highest levels of zone administration, including the representatives of various technical services, there is probably somewhat less direct control from the center than might be expected. This may mean greater flexibility in the actions of administrative personnel. It may also make for less flexibility on the part of the representatives of specialized services (agriculture, veterinary), who may not have access to the kind of technical backup they so often require. Since their main contact with superiors is by way of reports, report writing is a very important and time consuming part of their work activities.

Additionally, the fact that those in the lowest positions have less supervision may lead to administrative abuses by traditional authorities such as collectivity and locality chiefs. Their lack of understanding of development efforts and the lack of a concerted effort to include them in the process, often leads traditional authorities to engage in a form of passive resistance which has killed many development

projects. The lack of regular contact with superiors for low level cadres may also result in inadequate technical back-stopping for agricultural monitors working at the base of the system.

At the higher grades of local administration it is common for those in charge of the various services at the level of the zone (zone agronomist, zone veterinarian etc.) to say that their superior is not present even though they live in the same town as the commissioner of the zone (commissaire de zone). Officially these individuals are directly responsible to him. However, each relies on his own service, its directives and its reward structure. This underlines a problem to be dealt with in more detail in a later section of this report, namely the lack of cooperation and coordination between services and between services and territorial administration.

An additional distinction made between the interviewees was whether they were officially employed at the level of the zone or at the level of the collectivity or locality (see list of positions). This difference is very important for the design and organization of the training effort. Zone level personnel are much better educated ($\chi^2 = 47.55$, 2df, $p < .0001$, Gamma = .73) than are collectivity and locality personnel. It is clear that the training should concentrate on groups with similar educational backgrounds. Hence separate training seminars for the two different levels will be organized. Additionally, collectivity level cadres have been at their

current posts significantly longer than zone officials ($\chi^2 = 29.38$, 5df, $p < .0001$, Gamma = $-.51$). Other differences between the two (to be discussed in subsequent sections) further obviate the need for separate training programs aimed at the needs at each level.

Role Perceptions

The interview schedule also included a series of items aimed at delineating the role perceptions held by local government employees. It is assumed that there is a reasonably close connection between role perceptions and the actual behavior of the role incumbants. Several aspects of the interviewees role models are examined: 1) their perceptions of the rigidity or flexibility of their roles; 2) the value attributed to hard work; 3) attachment to principles of bureaucratic neutrality, and 4) the question of merit as a criterion for advancement. The last three reflect portions of Max Weber's ideal type bureaucracy, while the former reflects the author's concern for adaptability in a fluid environment.

The first two role questions were designed to see to what extent flexibility as opposed to a rigid adherence to administrative orders and rules exist. By a margin of about 3 to 1 interviewees placed greater value on adherence to the

TABLE 2 ABOUT HERE

rules than on flexibility. They also felt that the bureaucrat who adhered to the rules would have a better chance for promotion. However, those holding higher positions and those with more education (overlapping categories) are much more likely to be favorably disposed toward flexibility. More than a third (35.6%) of those in higher positions feel that the

Table 2
(Tableau)Distribution of Attitudinal Variables (Administrative style)
(Les Variables de Style Administratif)

Variable	Question	1 the first	%	2 the second	\bar{X}	N	
Flexibility 019	10	76.5		23.5	1.24	221	
Flexibility and promotion 020	11	76.3		23.5	1.24	219	
		4 desaccord total complete disagreement	3 pas d'accord disagree	2 d'accord agree	1 entierement d'accord completely agree	\bar{X}	N
promotion- merit 021	12	5.6	27.2	41.3	25.8	2.13	213
value of hard work 022	13	2.7	7.6	44.8	44.8	1.68	223
neutrality 023	14	14.0	24.0	37.1	24.9	2.27	221

TABLE 3 ABOUT HERE

flexible bureaucrat is to be preferred while only 19 percent of those in the middle and lower employment categories feel this. Although this category overlaps with one's level within the bureaucracy it should be noted that those with more subordinates are more favorably disposed toward flexibility (42%) than those with fewer or none (17%). Similarly, those occupying positions in the zone administration are much more favorably disposed toward flexibility than are collectivity level personnel. It must be reemphasized, however, that even in those categories whose members seem to be most favorably disposed toward flexibility, the majority of the group still prefers a close adherence to administrative rules as the norm.

The other three attitudinal items seem to obviate contradictions between the norms held by bureaucrats and the reward structure, a structure which is externally determined. For example, 83.9 per cent of the respondents said that the more hard working a bureaucrat is, the more he will be respected by his colleagues. However, 67.1 per cent of the respondents said that the real value of the person does not really count for much in obtaining promotions or important government posts. Although achievement criteria are valued by bureaucrats, ascriptive criteria are still viewed as most important in obtaining promotion in the real world.

The last role perception item (question 14) deals with Weber's ideal type, affectivity vs. affective neutrality. Must

Table 3
(Tableau)

Significant Bivariate Relationships

Independent Variables by VAR 019 - 023 (Role Perceptions)

Independent Variables	Dependent Variable	χ^2	df	p<	Cramers V
002 Region	023, Q14	29.71	6	.0001	.26
003 Sub-region (Sous-Region)	023, Q14	32.74	9	.0001	.22
004 Zone	023, Q14	41.89	21	.005	.25
007 post (poste)	019, Q10	6.51	2	.04	.17
	020, Q11	9.57	2	.01	.21
	023, Q14	14.04	6	.03	.18
008 education	019, Q10	13.36	2	.001	.25
	020, Q11	7.66	2	.02	.19
014 tenure (a poste actuel)	020, Q11	11.82	5	.04	.23
017 agents under his command (agents sous ordres)	019, Q10	14.73	3	.002	.26
	020, Q11	8.71	3	.03	.20
Age	021, Q12	14.39	6	.03	.18
OSDR posted outside or inside home region (poste on Region d'origine)	019 Q10	13.20	1	.0003	.26
	020, Q11	21.92	1	.0001	.33
Level of Adminis- tration (Zone-Collectivity (Zone- Collectivite)	019, Q10	5.74	1	.02	.17
	020, Q11	6.37	1	.02	.18

a bureaucrat deal in different ways with different categories of clients. In other words, should special attention be paid to the demands placed on the bureaucracy by important people. Sixty-two percent agreed that important people must be given special treatment. Those in higher and middle level positions tended to agree even more than those in low level posts ($\chi^2 = 13.34$, 6df, $p < .04$, Gamma = .21). Those working in the two regions closest to the capital, Bas-Zaire and Bandundu, tended to agree (68.5% and 82% respectively) to a significantly higher degree than did their colleagues in Haut-Zaire (45% agree). This is undoubtedly **related to the more** regular contact with high government officials from Kinshasa which occurs in the former two regions than in distant Haut-Zaire.

In sum, the role perceptions of local level bureaucrats tend to emphasize strict adherence to administrative rules rather than initiative and flexibility. Although achievement is valued by the local government agents themselves, they are confronted with a situation in which they feel that achievement (i.e. hard work) is not likely to be rewarded. The realities of their own work experience places an emphasis on affectivity, or a special response to the demands of important people. It is through such services and connections with the powerful that these officials perceive that advancement is likely to take place.

Obstacles to Increased Production in the Rural Areas

One of the most often stated goals of the government of Zaire is to increase production in the rural areas. The Plan Mobutu clearly expresses both the need and the desire to achieve this goal. One of the purposes of local administration is to facilitate the achievement of this goal. It was therefore deemed useful to try to identify some of the problems associated with the level of production in the rural areas. Since the target groups for training by the C.P.A. are very close to this milieu, it is felt that their perceptions of the causes of these problems would be closer to reality than the perceptions of those at the center. It is also felt that these views could provide important basic data useful in both the design of training and as input for government planners in Kinshasa.

Twenty-three questions included in the survey instrument were designed to determine what local level bureaucrats identify as the most important obstacles to increased production in the rural areas. The items include both external constraints, that is factors clearly beyond the scope of a training effort (eg. the poor condition of roads, low salaries), and internal constraints (problems endogenous to the local bureaucracy such as the lack of coordination between local agents). Only the latter can presumably be ameliorated by a training effort aimed at local level government agents.

It is hypothesized that the external factors will be

TABLE 4 ABOUT HERE

identified as the more important of the two. As can be seen from table 4, the problems most universally identified as being important are in fact external; the lack of health facilities (Q 33), the poor condition of the roads (Q 32), the lack of equipment and a means of travel for extension agents (Q 24), the lack of an adequate number of agricultural and veterinary service personnel (Q 27).

In order to make the data more manageable it was decided to factor analyze the responses to the twenty three questions. This will make it possible to better identify general types, or groupings of problems. The factor analysis, using a varimax rotation, produced a five factor solution (using an eigenvalue of 1 as the cutoff point).

TABLES 5 and 6 ABOUT HERE

As hoped, the factor solution (five factors) is relatively clear and distinct. The following factors were identified:

Factor 1, the lack of collaboration between technical services and territorial administration, Factor 2, administrative abuses; Factor 3, the lack of qualified personnel and materials; Factor 4, the lack of coordination between development projects and between technical services and; Factor 5, poor economic planning.

The factor which was most uniformly identified as important in the course of the interviews was factor 3, the

Table 4
(Tableau)

Obstacles to increased production in the rural areas
(Obstacles au développement de la Production en milieu rural)

VARIABLE	Question	unimportant	of little importance	%	very important	rank (rang)	N
		0. sans importance	(1) peu important	(2) important	(3) très important		
24	15	16.4	12.4	20.0	51.1	19	225
25	16	7.1	13.8	29.0	50.0	14	224
26	17	3.3	10.7	29.4	56.5	6	214
27	18	12.9	17.1	24.9	45.2	21	217
28	19	7.8	13.7	32.0	46.6	16	219
29	20	4.0	13.9	29.6	52.5	10	223
30	21	3.7	13.4	24.9	58.1	7	217
31	22	12.0	14.4	29.6	44.0	20	216
32	23	7.3	12.4	28.4	51.8	12	218
33	24	2.2	4.9	23.8	69.1	3	223
34	25	4.2	10.6	32.4	52.8	8	216
35	26A	8.2	10.6	22.6	58.7	9	208
36	26B	16.0	10.8	38.1	35.1	23	194
37	26C	9.5	11.5	33.5	45.5	17	200
38	26D	9.9	12.0	32.3	45.8	18	192
39	26E	12.8	18.2	31.0	38.0	22	187
40	27	2.3	9.7	27.3	60.6	4	216
41	28	7.7	10.5	34.0	47.8	15	209
42	29	3.3	8.4	34.0	54.4	5	215
43	30	7.9	6.4	33.5	52.2	11	203
44	31	8.2	10.5	30.6	50.7	13	219
45	32	0.9	8.0	18.3	72.8	2	224
46	33	1.3	3.6	16.5	78.6	1	224

Obstacles to increased production in Rural Areas *
(Des obstacles au développement de la production en milieu rural)
Correlation Matrix (Pearson's r)

* Questions 15 - 33

Table 5 (Tableau)

Variable	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46
24	X	.45	.29	.14	.25	.05	.14	.09	.07	.01	.06	.20	.27	.22	.25	.23	.08	.34	.15	.12	-.13	.03	.12
25		X	.25	.16	.24	.08	.18	.28	.08	.03	-.03	.23	.18	.23	.18	.26	.13	.19	.07	.16	-.06	.11	.06
26			X	.13	.26	.28	.33	.16	.21	.18	.14	.24	.12	.22	.24	.17	.18	.29	.18	.27	.10	.04	.13
27				X	.21	.09	.12	.12	.08	.05	-.08	.28	.33	.31	.14	.21	.07	.21	.11	.25	-.07	.05	.06
28					X	.21	.16	.21	.15	.11	.08	.26	.13	.24	.16	.17	.17	.19	.26	.23	.14	.10	.16
29						X	.33	.07	.11	.23	.15	.16	.11	.14	.11	.10	.26	.22	.02	.18	.10	.16	.09
30							X	.14	.11	.34	.29	.26	.15	.22	.14	.09	.30	.15	.20	.17	.12	.19	.23
31								X	.08	.05	.09	.09	-.01	.07	.13	.26	.10	.15	.24	.17	.01	.04	.10
32									X	.04	.13	.21	.21	.21	.17	.17	.11	.19	.13	.26	.20	.00	.08
33										X	.24	.02	-.04	-.04	.01	-.03	.33	.07	.11	-.01	.13	.14	.07
34											X	.08	.09	.10	.14	.07	.19	.12	.10	.01	.15	.17	.08
35												X	.72	.73	.62	.48	.08	.23	.28	.45	.06	.19	.24
36													X	.68	.56	.42	.09	.25	.30	.43	-.04	.17	.21
37														X	.67	.44	.14	.30	.30	.42	.08	.20	.10
38															X	.51	.21	.41	.31	.37	.15	.19	.16
39																X	.11	.37	.19	.35	.07	.10	.23
40																	X	.20	.25	.25	.21	.19	.12
41																		X	.34	.30	.09	.10	.15
42																			X	.43	.08	.18	.32
43																				X	.07	.22	.31
44																					X	.06	-.07
45																						X	.19
46																							X

33

Obstacles to Increased Production
(Obstacles au développement de la production en milieu rural)

Varimax Rotated Factor Matrix

		<u>Lack of Collaboration Between Services and Territorial Admin.</u>	<u>Administrative Abuses</u>	<u>Lack of Qualified Personnel and Materials</u>	<u>Lack of Coordination Projects and Services</u>	<u>Poor Economic Planning</u>
	Q#	Factor 1	Factor 2	Factor 3	Factor 4	Factor 5
VAR027	18	0.27606	0.19990	0.00468	0.10691	-0.01086
VAR035	26A	0.83162	0.12755	0.10467	0.12537	0.08679
VAR036	26B	0.81481	0.07170	0.05547	0.19405	-0.11779
VAR037	26C	0.81391	0.14972	0.09606	0.10661	0.11957
VAR038	26D	0.71541	0.20710	0.10248	0.17737	0.21224
VAR039	26E	0.47186	0.31329	-0.02754	0.21010	0.14873
VAR024	15	0.18637	0.65472	0.05502	0.02700	-0.19907
VAR025	16	0.14868	0.59456	0.06318	0.00819	-0.08106
VAR026	17	0.12086	0.41369	0.30197	0.07326	0.18360
VAR028	19	0.11695	0.34655	0.15746	0.17472	0.18803
VAR031	22	-0.01606	0.32612	0.03647	0.22179	0.13263
VAR041	28	0.24041	0.40227	0.12018	0.25634	0.19293
VAR029	20	0.08083	0.13555	0.42150	0.02166	0.14774
VAR030	21	0.12324	0.15324	0.63936	0.10783	-0.01708
VAR033	24	-0.10065	0.02763	0.56249	0.04009	0.05884
VAR034	25	0.06232	0.00540	0.42848	0.03585	0.09120
VAR040	27	0.03572	0.10993	0.45019	0.22244	0.19568
VAR045	32	0.13956	-0.00862	0.28677	0.23948	-0.04998
VAR042	29	0.18318	0.13964	0.13025	0.62238	0.10517
VAR043	30	0.38105	0.14229	0.05067	0.54359	0.19982
VAR046	33	0.12397	0.07995	0.15841	0.46340	-0.12251
VAR032	23	0.21013	0.10788	0.08614	0.07295	0.31320
VAR044	31	0.02493	-0.07655	0.20907	-0.02388	0.52722

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lack of materials and qualified personnel to undertake rural development efforts. This requires the upgrading of the technical training of extension agents and the provision of more funds for both materials and manpower. This is beyond the scope of this training project, but a factor which both donor agencies and government officials should be fully cognizant of.

An additional factor about which little can apparently be done by this project is in the area of administrative abuses. Although the existence of such abuses as the illegal extraction of taxes are widespread and common knowledge, this project can be expected to, at best, have only a very limited impact on the problem.

Interestingly, one variable which loads very strongly on this factor is the lack of collaboration between traditional authorities and the territorial administration. The lack of collaboration is closely related to the lack of regular contact between lower level local government personnel and their superiors. This fact should not be ignored in designing an overall strategy to increase cooperation and collaboration in development efforts. Increased vertical contacts in local administration might help eliminate some of the abuses occurring at the base of the system.

Factors 1 and 4 deal with the question of coordination of effort between the various technical services, and between the technical services and territorial administration. The

former was identified as the more important of the two, but is, in the view of this author, in reality closely related to the latter. The members of the various services perceive their roles strictly within the vertical hierarchy of their respective services. This is an administrative pathology which often results from over centralization. As a result, local development efforts undertaken by the various services are contradictory at worst and poorly coordinated at best.

A clear majority of those interviewed in each region feel that the lack of coordination of effort is at least an important problem. There are however significant differences between regions in the degree of importance attached to this problem. Bureaucrats in Haut-Zaire are slightly more likely to view this as a problem than are those in either Bandundu or Bas-Zaire. Those in Bas-Zaire are least likely to identify this as a very important issue. Perhaps these differences are a function of the greater distances, transportation and communication problems that exist in Haut-Zaire.

The regional government administrative system has, at least formally, been decentralized. The zone commissioner (commissaire de zone) is the official director of all government activities undertaken in the zone and of all government personnel working in the zone. The logic of this reorganization is in most cases either poorly understood, or not understood at all by zone level personnel. The notion that the various services are working together to achieve a common set of goals

is virtually unknown at the local level. It is these problems which are at the core of the C.P.A. training effort as it is now conceived. If the representatives of territorial administration at the zone and their counterparts in the various technical services can be brought together in a zone development team, some of the existing difficulties might be ameliorated, if not completely eradicated. The training is being designed to include in its initial sessions the zone commissioner, zone veterinarian, zone agronomist, environment officer, rural development officer, health officer, etc. Training in planning, coordination of effort, and data gathering and analysis will be central topics. The training can be most effectively accomplished in the context of group problem solving activities. As suggested by my colleague, Dr. Diambomba, the analysis of actual case studies may be very effectively used as a training technique. The case study material will be reinforced, or embellished by the data gathered in the course of this survey, and by exercises involving structured role playing.

Reasons for the Poor Performance of Extension Workers

One of the major difficulties experienced in African nations in general, and Zaire in particular is the poor performance, or the rapid deterioration in the performance of those charged with the direct delivery of technical assistance and support services at the base of the system, the extension agents (vulgarisateurs, animateurs). The performance of this function is viewed as directly related to the growth, or lack thereof, of production in the rural areas.

In the implementation of this survey we hope to take advantage of the knowledge, experience and perceptions of local level administrative personnel in order to determine what the problems of extension workers are. In this way we hope to identify administrative roadblocks and see to what extent these problems are amenable to solutions involving the training of local level cadres.

As with the general problems of production in the rural areas, the most broadly identified problems are external. More specifically these involve the reward and support structure. For example, the failure to provide extension workers with the equipment essential to their work or with either a means of transportation or support (per diem) were identified as "very important" problems by 79.9 and 77.4 percent

TABLE 7 ABOUT HERE

of the interviewees respectively. An additional 17.4 and 19.0 percent respectively said these were at least important causes of the poor performance of extension workers. Some additional important structural problems include the low level of salaries, the lack of promotions and the fact that salaries are often received late.

The eighteen questions regarding problems of extension work were factor analyzed (varimax rotation) in order to identify larger categories of problems. The result was a clearly identifiable five factor solution (cut-off point eigenvalue = 1.0). The factors are Factor 1, reward and support structure; Factor 2, professionalism; Factor 3, inadequate technical training, Factor 4, lack of experience; and Factor 5, familiarity with, and adaptability to the local environment.

TABLES 8 AND 9 ABOUT HERE

The problems of the reward and support structure discussed above, can not be easily dealt with by a training organization like the C.P.A. However, if these problems are at least brought to the attention of higher authorities, perhaps something can be done to improve the situation. These are problems which are not in any way unique to Zaire, but are the subject of frequent complaints by extension agents throughout the continent. In the view of this author, if one of these problems, the late payment of salaries, were eliminated, the situation would improve considerably. The late arrival of

Table 7
(Tableau)

The Reasons for the poor performance of personnel responsible for providing technical assistance to rural producers.

Les causes d'un rendement médiocre du personnel chargé de l'encadrement technique des producteurs de la base.

VARIABLE #	Question #	Not important 0 sans importance	of very little importance (1) très peu important	(2) important	very important (3) très important	rank (rang)	N
47	34	7.2	18.5	30.6	43.7	14	222
48	35	6.0	13.8	28.4	51.8	11	218
49	36	3.2	8.2	36.5	52.1	8	219
50	37	4.6	24.1	34.3	37.0	15	216
51	38	9.0	26.1	37.4	27.5	17	222
52	39	9.5	22.3	38.2	30.0	16	220
53	40	3.3	7.0	30.2	59.5	6	215
54	41	3.7	7.8	43.8	44.7	9	217
55	42	8.4	12.0	29.8	49.8	12	225
56	43	3.6	6.7	27.8	61.9	5	223
57	44	14.8	29.6	23.3	32.3	18	223
58	45	5.0	17.6	32.6	44.8	13	221
59	46	2.7	10.3	23.7	63.4	4	224
60	47	4.0	13.8	22.8	59.4	7	224
61	48	2.7	8.6	24.5	64.1	3	220
62	49	7.3	11.8	28.6	52.3	10	220
63	50	0.9	1.8	17.4	79.9	1	224
64	51	1.3	2.2	19.0	77.4	2	226

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Table 8
(Tableau)

Variables	47	48	49	50	51	52	53	54	55	56	57	58	59	60	61	62	63	64	
47	X	.16	.22	.21	.14	.14	.20	.16	.16	.17	.20	.11	.17	.14	.16	.15	.12	.17	
48		X	.15	.20	.05	.01	-.04	.14	.04	.08	.16	.06	.08	.04	.16	.11	.21	.14	
49			X	.23	.09	.11	.27	.14	.18	.17	.20	.12	.22	.14	.08	.15	.19	.32	
50				X	.26	.05	.12	.16	.14	.17	.25	.05	.16	.05	.12	.16	.20	.10	
51					X	.46	.08	.11	.18	-.02	.24	.20	.22	.15	.19	.25	.08	.12	
52						X	.20	.08	.14	-.01	.22	.19	.23	.13	.23	.17	.06	.19	
53							X	.21	.22	.38	.02	.07	.17	.13	.09	.03	.19	.15	
54								X	.27	.27	.20	.19	.09	.09	.16	.15	.20	.07	
55									X	.31	.29	.27	.25	.15	.13	.15	.17	.11	
56										X	.09	.05	.13	.08	.02	.15	.25	.15	
57											X	.30	.19	.21	.25	.25	.20	.20	
58												X	.19	.22	.13	.07	.23	.01	
59													X	.45	.41	.07	.21	.25	
60														X	.41	.11	.27	.32	
61															X	.16	.20	.34	
62																X	.16	.08	
63																	X	.41	
64																			X

Reasons for the mediocre performance of personnel responsible for organizing and training producers. *
 Les causes d'un rendement médiocre du personnel chargé de l'encadrement des producteurs
 Correlation Matrix (Pearson's r)

* Questions 34 - 51

Problems of Extension Work
(Les Problemes de Vulgarisation)
Varimax Rotated Factor Matrix

Table 9
(Tableau)

42

		<u>Reward & Support Structure</u>	<u>Professionalism</u>	<u>Inadequate Training</u>	<u>Lack of Experience</u>	<u>Familiarity with and Adaptability to Local Environment</u>
	Q#	Factor 1	Factor 2	Factor 3	Factor 4	Factor 5
VAR059	46	0.54987	0.13313	0.04875	0.17930	0.18985
VAR060	47	0.67844	0.04235	0.00278	0.04507	0.19857
VAR061	48	0.55589	-0.01978	0.16898	0.16847	0.10539
VAR064	51	0.52622	0.17583	0.33852	0.06069	-0.17094
VAR053	40	0.11828	0.72877	-0.03638	0.14550	0.02028
VAR056	43	0.01891	0.56532	0.20232	-0.12559	0.19521
VAR048	35	0.08497	-0.03034	0.43801	-0.04732	0.04070
VAR063	50	0.34567	0.21276	0.35134	-0.07261	0.13015
VAR049	36	0.18339	0.29587	0.33209	0.08190	0.01812
VAR050	37	0.01732	0.13548	0.43921	0.14558	0.10592
VAR047	34	0.12900	0.20729	0.28619	0.13584	0.09862
VAR062	49	0.03992	0.04699	0.30481	0.21347	0.16348
VAR051	38	0.09098	-0.02182	0.17353	0.66368	0.17313
VAR052	39	0.18700	0.09124	0.01923	0.64705	0.06991
VAR054	41	0.03136	0.26137	0.23410	0.02291	0.32855
VAR058	45	0.17474	0.01490	0.05351	0.13250	0.48830
VAR055	42	0.10322	0.30126	0.12649	0.09844	0.47060
VAR057	44	0.1857	-0.03273	0.37849	0.20374	0.38958

salaries is a regular reminder to extension personnel of their other difficulties, causes great discomfort vis a vis their creditors, and provides a rationalization for not doing one's work. As a result many man days of extension work are lost each month while agents await their salaries. Administrative abuses such as the levying of illegal taxes by extension workers who have not received their pay, is also a common occurrence. This is an important problem which could be rectified quite easily by a determined administrative effort. There are in fact some remedial measures which can be taken by the zone commissioner, but these are little known and rarely used.

There are significant differences between regions in terms of the importance attributed to problems resulting from an inadequate reward structure. Although in all three regions this factor is given a high priority, it is more important in Bandundu and Bas-Zaire and less important in Haut-Zaire. Given the relative proximity of the former two regions to Kinshasa and its apparent wealth and plethora of consumer goods, this is quite understandable. It may also be a function of the fact that government employees in Haut-Zaire, due to the distances involved, are more resigned to the fact that their salaries will come late. They therefore are slightly less likely to perceive it as a problem.

Two of the remaining four factors, professionalism and inadequate training are probably less distinct in reality than a surface examination of the factor matrix would indicate.

Both are potential foci for the training of such agents within the context of their own services (eg. agriculture, rural development, veterinary). Traditionally such training has been almost exclusively technical in nature. There is a real pressing need to expand the training to include community organization techniques. Without some skill development in this area, the technical skills acquired are quickly lost for lack of application. Extension agents from a number of services could actually be trained together in this vital function.

The potential solutions to these problems are not necessarily external to the local administrative environment. Many of these difficulties can be ameliorated by the actions undertaken by supervisory personnel at the zone and collectivity levels. These solutions involve changes in modes of interaction, both vertical and horizontal, and the general comportment of officials vis a vis the population.

Contact between extension personnel and their supervisors is, as previously indicated, generally quite limited. There is a definite need to increase this contact so as to provide extension agents with regularized technical advice, support and guidance. This could go a long way toward making up for inadequacies in technical training and the lack of experience. Extension agents in each zone could be called together for monthly or bi-monthly zone-wide meetings at which they could discuss common problems and exchange ideas among themselves, and between themselves and their superiors. The author

has seen such a system implemented in other African countries. The results were improved morale, increased competence, and improved on the job performance.

Meetings can also be scheduled to include extension agents from several services so as to provide for better coordination of effort and to make each agent aware of how his efforts fit into the larger "development plan" for the zone. These conclaves can also serve the function of providing information for zone level authorities on conditions in the rural areas and the problems and needs of those under them.

Another often identified problem (61.9% think it is "very important") is the comportment of extension agents vis a vis the population. Frequently, extension agents, in trying to perform their jobs, view the masses as people to be ordered about, rather than as clients to be served. This kind of authoritarian frame of mind, which includes a general disregard for the views of the masses, is one that is learned from and reinforced by higher authorities. In the course of the training of zone level administrative cadres, they should at least be made aware of the impact that such attitudes on their part have on the outlook and behavior of those under them. The contribution of this role perspective to the failure of extension efforts should be clearly communicated. This problem should also be dealt with as part of the community organization training of extension agents. Hopefully, the combination of efforts will result in at least a partial **diminution** of the

problem.

The establishment of a zone development team could go a long way towards rationalizing the use to which extension agents are put. Priorities could be set for certain activities in certain localities or villages. Each extension agent would have a sense of where his own efforts fit in the development plans for the zone. These changes could contribute to an increase in morale, greater commitment to the tasks at hand, and a more effective delivery of services to the rural peasants.

An additional activity which could potentially have a significant impact on service delivery is the creation of client groups. This would provide the basis for the masses to have input into the development efforts which directly affect their lives. The organization and utilization of such groups may be one of the major themes to be stressed in the second stage of training in this project. At that time emphasis will be switched from zone to collectivity level personnel.

The Importance Attributed to and Time Allocated to Various Work Activities

In order to focus on administrative problems and to identify potential training needs, it is important to know what activities local government workers are now engaged in and what the time demands of each are. These data can then be compared with the formal job descriptions for each position. They can also be used to assess the contribution being made by each role to development related activities in the rural areas.

The work activities considered most important by the interviewees do not appear to be development related, at least not directly. The activity given highest priority by local level government agents, both in terms of its importance and in terms of the time devoted to it, is the preparation of reports. This is closely followed by the application of orders

TABLES 10 TO 11 ABOUT HERE

from the central government, general administrative activities, supervising the work of subordinates, and the execution of laws. Although those responding include both technical and administrative personnel, the emphasis is on activities that are basically of an administrative nature.

The same general pattern prevails for the time allocated to each activity. The most important time allotment is to

Table 10
(Tableau)

Importance of work activities
(Importance accordée aux Activités de Travail) %

VARIABLE	Question	unimportant 0 sans importance	of little importance (1) peu important	(2) important	very important (3) très important	rank rang	N
065	52A	19.5	5.5	18.6	56.4	13	220
067	53A	18.6	3.2	20.5	57.7	11	220
069	54A	16.0	8.4	14.2	61.3	9	225
071	55A	15.1	4.9	23.1	56.9	8	225
073	56A	32.7	8.4	15.0	43.8	16	226
075	57A	26.0	10.8	20.6	42.6	15	223
077	58A	12.1	2.7	22.4	62.8	5	223
079	59A	13.8	7.6	18.7	60.0	7	225
081	60A	12.1	1.3	22.3	64.3	4	224
083	61A	19.2	2.2	24.6	54.0	12	224
085	62A	5.3	1.3	18.7	74.7	1	225
087	63A	21.6	4.5	26.1	47.7	14	222
089	64A	13.8	5.3	30.2	50.7	10	225
091	65A	32.0	12.9	16.0	39.1	17	225
093	66A	6.7	2.7	18.8	71.7	2	223
095	67A	7.1	3.1	29.0	60.7	3	224
097	68A	11.5	3.5	31.9	53.1	6	226

6/5

Table 11
(Tableau)

Variables	065	67	69	71	73	75	77	79	81	83	85	87	89	91	93	95	97
VAR 065	X	.53	.06	.23	.31	.18	.25	.11	.27	.43	.31	.43	.29	.27	.32	.22	.36
067		X	.10	.21	.28	.20	.32	-.07	.29	.38	.24	.36	.30	.17	.39	.26	.31
069			X	.25	.12	.23	.27	.33	-.02	-.08	.00	.08	.02	-.08	.10	-.05	.06
071				X	.20	.18	.24	.24	.02	.17	.17	.23	.16	.14	.19	.28	.07
073					X	.15	.24	.14	.11	.39	.26	.43	.34	.61	.36	.33	.18
075						X	.23	.10	.39	.27	.13	.18	.11	.07	.24	-.02	.28
077							X	.20	.25	.30	.12	.38	.29	.07	.36	.17	.32
079								X	.02	-.04	-.01	.05	.14	.08	.08	.16	.02
081									X	.43	.37	.40	.20	.08	.28	.08	.50
083										X	.38	.53	.34	.32	.35	.35	.43
085											X	.40	.37	.22	.39	.26	.35
087												X	.27	.31	.41	.41	.42
089													X	.30	.35	.25	.30
091														X	.24	.27	.08
093															X	.28	.36
095																X	.17
097																	X

Work Activities (Activité de travail)*

Correlation Matrix (Pearson's r)

* Questions 52 A - 68 A (A only - A seulement)

report preparation, followed by the application of government directives, general administrative activities, meeting with the public and supervising the work of subordinates. The rank order (spearman's rho) correlation between the overall

TABLES 12 - 13 ABOUT HERE

importance attributed to each activity and the time allocated to that activity is very high ($r = .93$). The individual level correlations between responses on each item (importance and time allocations) for each activity are also quite high (the range is from $r = .591$ to $r = .751$). Thus, there do not appear to be any real inconsistencies between the perceived importance of work activities and time allocations. These results may

TABLE 14 ABOUT HERE

have been at least partially influenced by the fact that both questions were posed at the same time. However, given the observed variation in the data, that does not appear to have been a major problem.

When these data on seventeen different work activities were subjected to a factor analysis (varimax rotation), a four factor solution was obtained: Factor 1, management and planning, Factor 2, accounting and tax collection; Factor 3, personnel administration, and Factor 4, public order and party activities. The factor solution for time allocations was similar, except that a fifth factor was identified for extension efforts. In terms of the importance attributed to these activities extension work loads with general administration. This split is a logical

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Time Allocated for Each Activity
(Temps consacré à chaque activité)

Table 12
(Tableau)

VARIABLE	Question	rank (rang)	(% qui disent) { who say			
			0 (pas de temps) no time	1 (pas assez de temps) not enough time	2 (assez de temps) enough time	3 (trop de temps) too much time
66	52B	10	28.1	13.1	27.1	31.7
68	53B	14	33.6	9.5	30.5	26.4
70	54B	9	25.4	18.8	23.7	32.1
72	55B	4	13.8	18.7	33.3	34.2
74	56B	17	41.2	23.5	20.4	15.0
76	57B	15	30.9	26.0	26.5	16.6
78	58B	6	14.3	19.3	35.4	30.9
80	59B	7	16.4	20.4	31.6	31.6
82	60B	5	14.3	16.1	37.5	32.1
84	61B	13	28.0	15.6	34.2	22.2
86	62B	1	4.9	11.9	42.0	41.2
88	63B	12	25.3	19.0	30.8	24.9
90	64B	8	18.2	22.2	32.0	27.6
92	65B	16	38.1	19.9	25.2	16.8
94	66B	2	9.3	15.1	40.4	35.1
96	67B	3	10.7	16.0	38.2	35.1
98	68B	11	15.5	26.5	38.1	19.9

Table 13
(Tableau)

Variables	66	68	70	72	74	76	78	80	82	84	86	88	90	92	94	96	98
VAR 066	X	.57	-.04	.08	.12	.06	.17	.10	.21	.34	.14	.24	.27	.08	.26	.15	.17
068		X	.04	.12	.08	.06	.26	.02	.26	.36	.17	.24	.24	.05	.31	.28	.12
070			X	.16	-.02	.30	.23	.32	.06	-.01	.04	-.02	.10	.17	.09	-.08	.06
072				X	.20	.13	.29	.22	.09	.16	.15	.23	.15	.06	.15	.39	.06
074					X	.09	.18	.12	.07	.32	.10	.32	.14	.55	.22	.25	.04
076						X	.29	.18	.37	.19	.14	.09	.05	.01	.17	-.10	.24
078							X	.29	.20	.31	.12	.44	.24	.07	.34	.26	.27
080								X	.04	-.02	.04	.02	.09	.02	.08	.13	.01
082									X	.30	.27	.36	.11	.03	.26	.14	.44
084										X	.28	.48	.26	.20	.36	.36	.18
086											X	.29	.29	.09	.27	.31	.29
088												X	.26	.22	.34	.39	.24
090													X	.21	.22	.28	.16
092														X	.14	.20	.12
094															X	.32	.27
096																X	.12
098																	X

Time Allocated to work Activities

(Temps consacré à chaque activité)*

Correlation Matrix (Pearson's r)

* Questions 52 B - 68 B (B only - B seulement)

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Table 14
(Tableau)

Relationship between the time Allocated
to an Activity and the Importance Attributed
to that activity

(Relation entre le temps consacré à chaque
activité et l'importance accordé à chaque
activité)

<u>VARIABLES</u>	<u>Questions</u>	<u>Correlation (Pearson's r)</u>
65 - 66	52A-B	.712
67 - 68	53A-B	.591
69 - 70	54A-B	.663
71 - 72	55A-B	.738
73 - 74	56A-B	.706
75 - 76	57A-B	.647
77 - 78	58A-B	.682
79 - 80	59A-B	.725
81 - 82	60A-B	.630
83 - 84	61A-B	.642
85 - 86	62A-B	.570
87 - 88	63A-B	.747
89 - 90	64A-B	.741
91 - 92	65A-B	.751
93 - 94	66A-B	.592
95 - 96	67A-B	.611
97 - 98	68A-B	.599

one because even though many feel that extension work is important, the occupants of many roles are not able to devote much time to this activity.

TABLES 15 and 16 ABOUT HERE

In essence what the factor analysis of the importance of work activities and the time allocated to it do, is to provide us with a view of the major functions performed by various local government employees. There are those whose main activities center around administrative and management activities, those whose time is consumed by technical (i.e. extension) work, a group, mostly in middle level positions, which deals very heavily with accounting and tax collecting activities, and a group, most of whom are at the bottom of the structure (collectivity and locality chiefs, local police, etc.), who devote most of their efforts to the maintenance of public order.

Those in the higher level posts attach greater importance and commit more time to activities such as planning, management, administrative activities, and surprisingly, extension and technical matters. This of course reflects the fact that, included in this group are the heads of the zone technical services, as well as the administrative directors. Those in middle level positions devote more time to direct relations with the public and on accounting than do other groups.

Those in higher and mid-level positions place much less emphasis on public order than those in the lower level

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Work Activities
(Activités de travail)

(Gestion et Planification)
Management and Planning

Varimax Rotated Factor Matrix
(Comptabilité)

(Gestion du Personnel)
Personnel Administration

(Ordre Publique)
Order and Public Relations

Bookkeeping and Tax Collection

Q #	Factor 1	Factor 2	Factor 3	Factor 4
VAR065	0.54510	0.14784	0.16239	0.11959
VAR067	0.55391	0.06160	0.16963	0.10363
VAR077	0.39043	-0.00376	0.22904	0.38697
VAR083	0.62939	0.23130	0.27535	-0.07948
VAR085	0.51175	0.14429	0.18179	-0.04679
VAR087	0.65634	0.19949	0.18142	0.10056
VAR089	0.44854	0.23449	0.09660	0.10613
VAR093	0.52445	0.16873	0.20102	0.16907
VAR095	0.54092	0.18939	-0.22921	0.10364
VAR097	0.51663	-0.04095	0.45109	-0.01284
VAR073	0.36544	0.64353	0.03900	0.20263
VAR091	0.22244	0.82556	-0.00552	-0.01686
VAR075	0.12279	0.06198	0.53898	0.23641
VAR081	0.39579	-0.01520	0.62799	-0.10315
VAR069	-0.05716	-0.05369	0.16580	0.68074
VAR071	0.28915	0.08287	-0.06154	0.42293
VAR070	0.01534	0.09330	-0.02657	0.49502

Time - Allocations - Work Activities
(Temps consacré à chaque activité)

Table 16
(Tableau)

Varimax Rotated Factor Matrix

		Personnel Administration (Gestion du Personnel)	General Adminis- tration and Management (Gestion) Factor 2	Extension (Vulgarisation) Factor 3	Accounting (Comptabilite) Factor 4	Public Order legal functions (Ordre Public) Factor 5
VAR076	57B	0.47771	-0.17358	0.00016	0.09508	0.42497
VAR082	60B	0.64594	0.04212	0.16681	0.03262	0.06253
VAR084	61B	0.36713	0.28847	0.35386	0.28942	0.01474
VAR086	62B	0.40081	0.31352	0.10008	0.05564	-0.10146
VAR088	63B	0.45710	0.41205	0.19388	0.28527	0.03168
VAR094	66B	0.34723	0.27929	0.27068	0.15703	0.12616
VAR098	68B	0.60761	0.11728	0.07497	-0.15098	0.03654
VAR072	55B	0.04863	0.43141	0.02404	0.08520	0.32201
VAR090	64B	0.16854	0.30971	0.25186	0.14977	-0.01997
VAR096	67B	0.06991	0.77723	0.15231	0.13875	-0.00129
VAR066	52B	0.12571	0.05889	0.73504	0.06931	0.01712
VAR068	53B	0.13882	0.16846	0.73504	-0.00170	0.15101
VAR074	56B	0.03658	0.17040	0.06482	0.74320	0.11053
VAR092	65B	-0.02845	0.10448	0.04785	0.72281	-0.09809
VAR070	54B	0.07200	-0.07851	-0.02526	-0.12051	0.61340
VAR078	58B	0.30547	0.30905	0.17886	0.11571	0.43913
VAR080	59B	-0.06746	0.12478	0.03903	0.04214	0.54813

positions. This reflects a continuation of the existence of a colonial law and order mentality at the base of the system. This hypothesis is supported by the fact that, to a significant degree, the young are more concerned about technical matters while the older bureaucrats are more concerned about law and order and party activities.

There are several significant regional differences in the importance attached to certain activities. Administrative cadres in Haut-Zaire seem to be more planning oriented ($\chi^2 = 32.97$, 6df, $p < .0002$), Kramers V = .24) and more concerned about data gathering ($\chi^2 = 22.94$, 6df, $p < .001$, Cramers V = .23), management ($\chi^2 = 24.68$, 6df, $p < .0004$, Cramer's V = .24) and technical and extension work ($\chi^2 = 21.32$, 6df, $p < .002$, Cramers' V = .22 and $\chi^2 = 14.00$, 6df, $p < .03$, Cramers V = .18. respectively) than are their counter parts in Bas-Zaire and especially Bandundu. This is only a relative matter, however, as the strength of the correlations are only on the order of .20 (Cramers' V). The other noteworthy regional difference is that in Bandundu significantly more time is devoted to party activities than in Bas-Zaire or Haut-Zaire ($\chi^2 = 15.05$, 6df, $p < .02$). It is possible that the administrative cadres in Bandundu are more highly politicized than those elsewhere. Once again the correlation is quite low (.18, Cramer's V) so we should not be too quick to generalize about regions on the basis of the observed relationship.

What emerges from the analysis of these data on work

activity is a picture that is useful in the design of training programs in two ways. First there are a number of activities which are important parts of the same general work categories. This would tend to indicate which activities can profitably be included in the same training sessions. Second, due to the close correspondence between activities and the level of one's position in the local bureaucracy, it is clear that different training needs exist and hence a different training design is called for dealing with zone as opposed to collectivity level personnel. It is important that these differences be recognized by the various groups involved in order to maximize the possibilities for cooperative effort. They can also be used to provide the basis for efforts to change role perceptions involving certain activities, when these role perceptions are in conflict with development goals. For example, the role played by traditional authorities could and should be much more development oriented and probably less centered around the maintenance of law and order.

Perceived Training Needs

In order to put together a final training design it was felt that input from the target population, local government cadres, would be very valuable. The interviewees were therefore asked to pick from a list of possible subjects for training, those which they felt that they personally, or people doing the same or similar jobs, could profit from. They were also given the opportunity to suggest possibilities not included

on our list.

There is a reasonably strong positive relationship (Spearman's Rho = .56) between the ranking of the importance of work activities, and the ranking of perceived training needs. The most often suggested needs for training are in the preparation of reports personnel administration (supervising the work of subordinates), general administration, the application of directives from the central government, and planning.

TABLES 17 AND 18 ABOUT HERE

These data were factor analyzed in order to distinguish groups of training activities which might be considered together. The four factors thus extracted closely parallel the factors for work activities and time allocations for various work activities. The four factors are 1) administration (especially personnel administration) and planning, 2) public order and party activities, 3) accounting, and 4) extension and technical support.

TABLE 19 ABOUT HERE

In regional terms local administrative cadres in Bandundu and Bas-Zaire are, with one notable exception, very close to each other in terms of their expressed training needs. They differ significantly from their colleagues in Haut-Zaire in terms of their demand for training in seven of the eighteen subjects; extension, technical skills, accounting, supervision

Training Needs
(Les besoins de Formation)
§

VARIABLE #	Question #	No (0) Non	Yes (1) Oui	rank (rang)	N
07	73-01	38.1	61.9	9.5	226
08	73-02	34.2	65.8	7	225
09	73-03	48.7	51.3	16	226
10	73-04	47.3	52.7	15	226
11	73-05	38.1	61.9	9.5	226
12	73-06	46.9	53.1	14	226
13	73-07	33.6	66.4	5	226
14	73-08	46.0	54.0	13	226
15	73-09	28.0	72.0	2	225
16	73-10	32.7	67.3	6	226
17	73-11	19.0	81.0	1	226
18	73-12	34.5	65.5	8	226
19	73-13	41.6	58.4	11	226
20	73-14	49.6	50.4	17	226
21	73-15	31.9	68.1	4	226
22	73-16	29.6	70.4	3	226
23	73-17	50.9	49.1	18	226
24	73-18	42.5	57.5	12	226

Table 18
(Tableau)

Variables	107	108	109	110	111	112	113	114	115	116	117	118	119	120	121	122	123	124
107	X	.61	.04	.17	.23	.12	.18	.12	.22	.35	.25	.24	.23	.17	.19	.23	.24	.25
108		X	.09	.13	.23	.13	.23	.13	.33	.54	.39	.32	.24	.19	.30	.38	.36	.29
109			X	.37	.06	.42	.28	.42	.19	.09	.07	.08	.13	.06	.15	.14	.18	.15
110				X	.28	.37	.32	.37	.36	.23	.20	.28	.24	.30	.26	.30	.20	.28
111					X	.09	.35	.28	.26	.33	.29	.37	.19	.48	.19	.39	.17	.08
112						X	.44	.41	.47	.31	.31	.23	.27	.22	.38	.30	.28	.45
113							X	.28	.46	.40	.42	.35	.24	.31	.42	.40	.25	.43
114								X	.24	.19	.23	.17	.23	.33	.32	.29	.18	.18
115									X	.46	.53	.46	.42	.31	.45	.49	.39	.57
116										X	.48	.47	.43	.36	.45	.50	.38	.49
117											X	.48	.39	.35	.37	.45	.23	.38
118												X	.37	.34	.30	.49	.34	.34
119													X	.26	.46	.38	.42	.44
120														X	.40	.36	.28	.26
121															X	.45	.33	.49
122																X	.37	.44
123																	X	.43
124																		X

Training Needs *
(Besoins de Formation)
Correlation Matrix (phi)

* Questions 73 - 01 - 73 - 18

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Training Needs
Besoins de Formation

Table 19
(Tableau)

29

Varimax Rotated Factor Matrix

		Personnel - Admin- istration and Planning (Gestion et Planification)	Public Order (Activités du Parti, Ordre Public)	- Party Activities	Accounting and Tax Collection (Comptabilité)	Extension and Technical Support (Vulgarisation)
	Q #	Factor 1	Factor 2		Factor 3	Factor 3
VAR113	73-07	0.45382	0.33683		0.26787	0.07395
VAR115	73-09	0.68072	0.22953		0.17858	0.12212
VAR116	73-10	0.58235	0.05946		0.26532	0.37389
VAR117	73-11	0.53966	0.07173		0.30699	0.20219
VAR118	73-12	0.48844	0.04491		0.38733	0.18032
VAR119	73-13	0.55829	0.11671		0.13667	0.12915
VAR121	73-15	0.58458	0.22484		0.17163	0.10559
VAR122	73-16	0.53646	0.15563		0.36672	0.19874
VAR123	73-17	0.46956	0.15494		0.08529	0.23039
VAR124	73-18	0.75011	0.17580		-0.04210	0.11963
VAR112	73-06	0.45783	0.57475		-0.01674	0.00247
VAR109	73-03	0.04802	0.71372		-0.04332	0.05381
VAR110	73-04	0.23576	0.48533		0.24598	0.04500
VAR114	73-08	0.13993	0.58106		0.27038	0.04296
VAR111	73-05	0.08964	0.11365		0.78695	0.14987
VAR120	73-14	0.31634	0.15639		0.52913	0.06005
VAR107	73-01	0.18933	0.05211		0.13038	0.56186
VAR108	73-02	0.25781	0.03493		0.09801	0.95948

of subordinates, planning, data gathering and general administration. For example, while 73 and 76 percent of those in Bandundu and Bas-Zaire requested training in data gathering, the comparable figure for Haut-Zaire is only 38 percent. For planning the figures are 73, 71 and 57 percent respectively. In general, it seems that interviewees in Haut-Zaire are less interested in training than are those in the other two regions. Perhaps they have had less experience with in-service training than those residing closer to Kinshasa. It is also possible that, given their experience, they are less optimistic about the possibilities of improving conditions or obtaining more rapid promotion through training.

There is one subject, party activities, in which interest in Bandundu far exceeds that in the other two regions ($\chi^2 = 19.37$, 2 df, $p < .0001$, Cramers V = .29). In Bandundu 75 percent of the interviewees requested training in this subject. The comparable figures for Bas-Zaire and Haut-Zaire are 54 and 40 percent. Bandundu is also the area in which party activities are considered to be a more important work activity than in other areas. Perhaps this notable difference is a function of the fact that the President made several visits to Bandundu in close proximity to the time when the interviews were conducted. It therefore remains to be seen if this is an enduring or an ephemeral difference between regions.

As expected, there are clear differences in the expressed training needs of local cadres by the positions they hold. In

general, those in the higher and mid level positions are more

TABLES 20 AND 21 ABOUT HERE

favorably disposed toward training than are those in the lower level posts. Training in extension work, technical matters, planning, report preparation, and general management and data gathering are requested at a significantly higher rate by those in higher than those in lower level positions. Those in mid level positions are significantly more likely than others to request training in accounting, tax collection, and general administration.

There is only one subject in which those in the lowest level positions are significantly more likely to request training than are those in higher and middle level positions, maintaining public order ($\chi^2 = 16.9$, 2df, $p < .0002$, Cramers $V = .27$). One of the implications of this finding, although mentioned earlier in this report, deserves to be repeated here. Those at the very base of the system, locality and collectivity chiefs, continue to perceive their roles as they existed under the colonial system, the maintenance of law and order. They have little or no conception of their involvement, or potential involvement in the development process. The lack of regular contact with superiors in territorial administration or with those in the technical services compounds this problem. An effort will be made during both stages of the training to deal with this difficulty.

Training will emphasize behavioral changes within the

Those Wanting Training by Position
(Profiter d'une formation par poste)

Post (Poste)*

training (formation)

Group (Groupement)
% Yes (% oui)

Questions	<u>38</u> (N=75)	<u>37</u> (N=89)	<u>36</u> (N=62)
73-01	46.7	64.0	77.4
73-02	46.7	71.9	80.3
73-03	70.7	42.7	40.3
73-04	52.0	56.2	48.4
73-05	41.3	76.4	66.1
73-06	60.0	48.3	51.6
73-07	64.0	68.5	66.1
73-08	53.3	57.3	50.0
73-09	64.0	77.5	73.8
73-10	49.3	74.2	79.0
73-11	66.7	91.0	83.9
73-12	45.3	76.4	74.2
73-13	47.0	64.0	64.5
73-14	38.7	58.4	53.2
73-15	62.7	71.9	67.4
73-16	45.3	86.5	77.4
73-17	45.3	51.7	50.0
73-18	56.0	59.6	56.5

*Jobs in each group
(Postes de chaque groupement)

36 = 1, 10, 15, 16, 18, 19, 20, 23, 24, 25, 29, 30, 31,
32, 35

37 = 3, 4, 7, 8, 11, 13, 14, 21, 22, 26, 27, 28, 33

38 = 2, 5, 6, 9, 12, 17

(Poste de l'Interviewee Par Profiter d'une formation)

Table 21
(Tableau)

Job by Training Needs %

Q73=

Poste	N	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
01	7	71.4	85.7	100.0	57.1	100.0	42.9	85.7	85.7	85.7	100	85.7	85.7	57.1	28.6	57.1	85.7	71.4	42.9
02	16	62.5	62.5	81.3	75.0	68.8	75.0	81.3	81.3	81.3	68.8	68.8	62.5	75.	50	87.5	68.8	75.0	68.8
03	14	57.1	92.9	64.3	71.4	57.1	71.4	71.4	71.4	78.6	85.7	100	85.7	50	50	85.7	100	64.3	78.6
04	13	30.8	38.5	15.4	30.8	100.0	30.8	76.9	30.8	84.6	69.2	84.6	92.3	46.2	84.6	46.2	76.9	46.2	53.8
05	17	17.6	5.9	76.5	41.2	5.9	70.6	47.1	47.1	58.8	23.5	58.8	5.9	29.4	17.6	52.9	17.6	11.8	41.2
06	6	33.3	16.7	33.3	66.7	66.7	33.3	66.7	66.7	50.0	16.7	83.3	66.7	16.7	100	83.3	50	0	16.7
07	17	41.2	64.7	58.8	70.6	88.2	35.3	76.5	52.9	76.5	82.4	88.2	82.4	82.4	76.5	76.5	94.1	58.8	58.8
08	7	57.1	28.6	28.6	57.1	85.7	14.3	42.9	57.1	42.9	42.9	85.7	71.4	57.1	42.9	42.9	100	14.3	0
09	24	45.8	50.0	83.3	54.2	45.8	58.3	62.5	58.3	58.3	50.0	58.3	45.8	41.7	37.5	54.2	54.2	62.5	58.3
10	6	100.0	66.7	0.0	33.3	16.7	16.7	50.0	16.7	83.3	83.3	83.3	50.0	66.7	66.7	83.3	66.7	16.7	66.7
11	12	100.0	100.0	33.3	33.3	50.0	58.3	66.7	50.0	85.3	75.0	83.3	75.0	75.0	8.3	91.7	75.0	50.0	58.3
12	8	87.5	87.5	50.0	25.0	37.5	25.0	75.0	0	50.0	75.0	75.0	50.0	50.0	12.5	37.5	12.5	25.0	75.0
13	4	100.0	100.0	0.0	25.0	50.0	25.0	50.0	25.0	75.0	75.0	100	25.0	25.0	75.0	75	75	50	75.0
14	4	100.0	100.0	0.0	25.0	50.0	0	50.0	25.0	50.0	75.0	100	0	75.0	50	50	50	25	50
15	4	80.0	100.0	40.0	40.0	60.0	40.0	60.0	60.0	60.0	80.0	100	80	40.0	0	60	80	40	60
16	7	87.5	87.5	12.5	12.5	37.5	50.0	75.0	12.5	87.5	75.0	87.5	62.5	75.0	37.5	62.5	75	37.5	62.5
17	4	50.0	100.0	25.0	25.0	25.0	75.0	50.0	25.0	100.0	75.0	100	100	75.0	50	75	75	75	75
18	3	100.0	100.0	33.3	33.3	33.3	66.7	66.7	33.3	66.7	66.7	100	100	100	66.7	66.7	66.7	66.7	66.7
19	4	66.7	50.0	33.3	50.0	33.3	66.7	50.0	50.0	50.0	33.3	50	66.7	50	33.3	50	66.7	50	50
20	8	100.0	100.0	25.0	62.5	87.5	62.5	75.0	50.0	62.5	100.0	100	87.5	50	87.5	87.5	75	62.5	62.5
21	4	50.0	50.0	37.5	50.0	87.5	75.0	75.0	87.5	100.0	75.0	100	87.5	62.5	75	87.5	87.5	62.5	75
22	2	100.0	100.0	100.0	100.0	100.0	100	100.0	100.0	100	100	100	50	100	100	100	100	100	100
23	5	20.0	40.0	60.0	100.0	80.0	40	60.0	40.0	80	60	80	80	80	20	60	100	40	40
24	1	100.0	100.0	100.0	100.0	100	100	100.0	100.0	100	100	100	100	100	100	100	100	100	100
25	1	100.0	100.0	100.0	100	100	100	100.0	100.0	100	100	100	100	100	100	100	100	100	100
26	1	100.0	100.0	100.0	100	100	100	100.0	100.0	100	0	100	100	0	0	100	100	0	0
27	4	100.0	100.0	75.0	100	75.0	50	25.0	100.0	50	75	100	75	75	50	50	100	50	50
28	2	100.0	100.0	50.0	100	100	100	100.0	100.0	100	100	50	100	100	100	100	100	100	100
29	2	50.0	100.0	0.0	0.0	100	50	100.0	50.0	50	100	50	0	50	100	100	50	50	50
30	1	0.0	0.0	0.0	0.0	0	0	0	100.0	0	0	0	0	0	0	0	0	0	0
31	1	0.0	100.0	100.0	0.0	100	100	100.0	100.0	100	100	100	100	100	100	100	100	0	100
32	2	100.0	100.0	0.0	0.0	100	50	50.0	50.0	100	100	100	100	100	100	100	100	100	100
33	1	100.0	0.0	100.0	100.0	100	100	100.0	0	100	0	100	100	100	0	0	0	0	100
34	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--
35	2	100.0	100.0	50.0	50.0	100	50	50.0	50.0	100	50	100	100	50	100	50	50	100	50

existing formal structures. However, based on the perceived training needs of the interviewees, certain technical subjects will be included in the training. The training planned for the zone level cadres will include planning, data gathering and analysis, some notions of community organization (vulgarisation), personnel administration and an effort to simplify existing reporting procedures. These activities will be included as part of the broader effort to establish a zone development team.

Summary and Conclusions

A fundamental assumption underlying this entire effort is that there is a direct relationship between the problems of rural development in Zaire and administrative performance at the local level (zone, collectivity and locality). It is at this level that the delivery, or lack thereof, of most fundamental government services, including technical support (i.e. extension efforts), takes place. Local level administration thus has an important role to play as a facilitator of rural development. The existence of effective, smoothly running organs of local governance are being considered here as a necessary, although by no means a sufficient condition for rural development.

From this perspective there are three important types of factors which may act as impediments to effective local development administration: 1) external impediments - those problems which derive from and are influenced by factors exogenous to local administration (eg. national administrative practices, pay scales, transfers, the division of functions among services, provision of equipment, promotion, recruitment); 2) internal structural impediments - factors endogenous to local administration such as the organization of local administrative activities; and 3) internal behavioral impediments - factors which are endogenous to local administration such as

inter-service cooperation, role perceptions, the utilization of skills.

It is important to assess the relative importance of these problems in the rural milieu in order to determine if a training effort would be of any use in improving conditions, and if so, what kind of training might be most useful, and at what level. This is an empirical question which we felt required a serious systematic effort to answer. The data were gathered by means of survey research conducted at the local level among 226 local level administrative and technical personnel in 8 zones in 4 different sub regions. The aims of the survey are:

- 1) to provide a means for deciding on the utility of a training effort;
- 2) to determine what kind of training program to implement, and at what level (i.e., as part of the material used in the training design)
- 3) to provide baseline data against which the effects of interventions, including training can be assessed;
- 4) as part of the process of training the trainers - i.e. upgrading the capabilities of the C.P.A.;
- 5) as part of the training materials to be used in the actual training process.

The survey instrument was designed to provide data in the following general areas:

- 1) obstacles to increasing production in the rural areas;

- 2) factors which limit the effectiveness of rural extension agents;
- 3) the importance attached to various work activities and the time allocated to these activities by zone, collectivity and locality level administrative and technical personnel;
- 4) an assessment by the interviewees of their own training needs;
- 5) the role perceptions and background characteristics of the interviewees which have a potential impact on 1-4 above.

The analysis of the data (including the use of a variety of univariate, bivariate, and multivariate techniques) leads us to the following conclusions:

- 1) external structural factors are clearly perceived as more important than internal factors in retarding rural development;
- 2) certain internal factors, particularly behavioral factors such as the lack of coordination and collaboration between territorial administration and the traditional authorities, between the various technical services themselves, and between territorial administration and the technical services also play a significant role in retarding rural development:

The model which has been derived from the data has been laid out in Diagram 1. The basic dependent variables are

DIAGRAM 1 ABOUT HERE

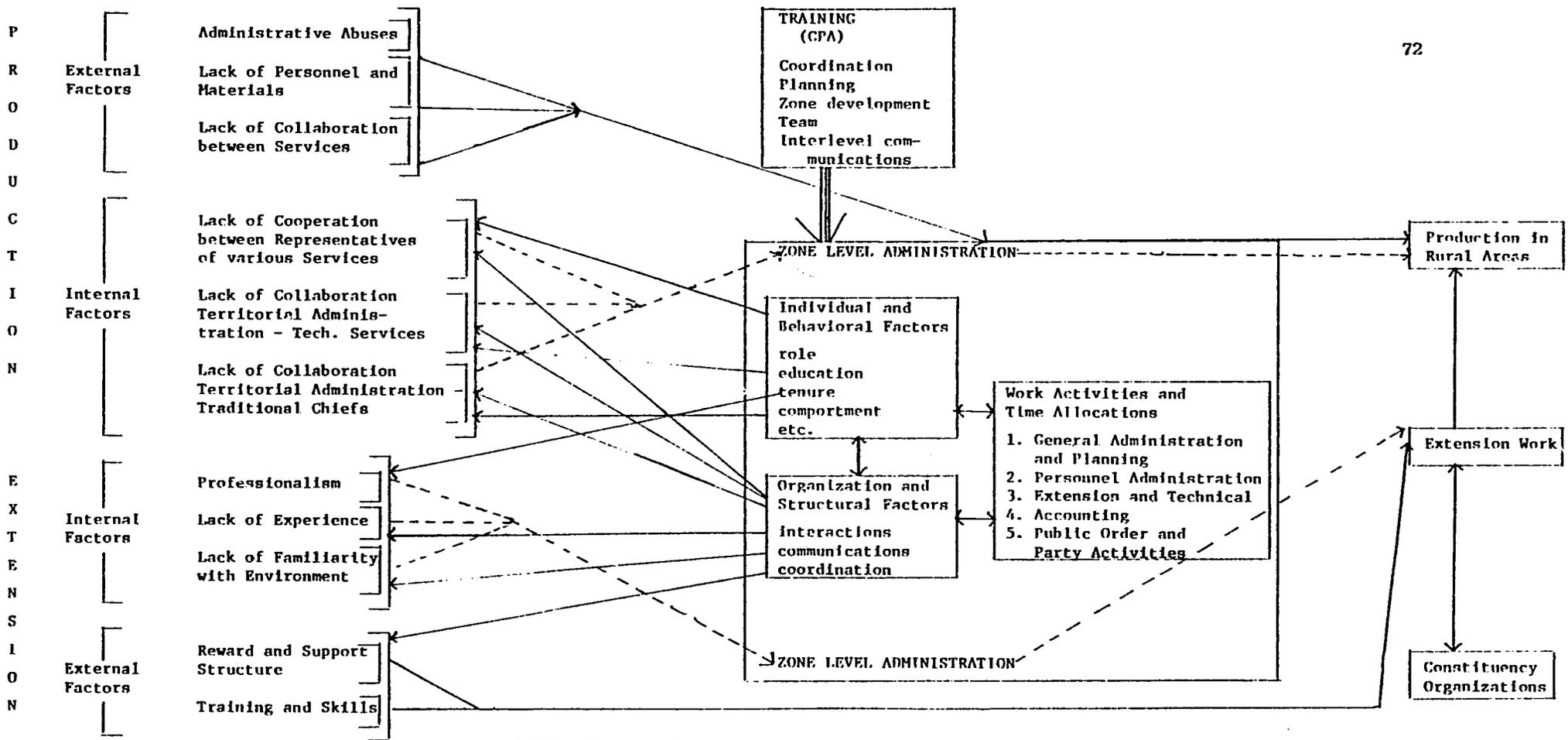
production in the rural areas and a related factor, extension work. The latter comes close to representing service delivery. Although under current conditions the masses have little opportunity for participation, it is assumed that their inputs will become increasingly important. This will come about through the establishment of constituency or client organizations to work with the zone development teams.

There are two sets of independent variables, those related to production and those related to extension. Within each set there are two subsets of factors, external and internal. The external factors have a direct impact (solid/arrows) on production and extension work respectively. This impact can be influenced to only a small degree by the training of local development cadres.

Those factors labeled internal are presumably subject to some degree of modification by changes in both behaviors and organization at the level of zone administration. Hence, a training effort can be designed and implemented which can potentially produce changes in these "independent" variables. In effect, we are suggesting that the impact of these internal factors on the dependent variables is indirect (broken line arrows). The organization of local administrative and technical services is the intervening variable.

The proposed intervention, the training of zone and later, collectivity level cadres is our experimental treatment.

RV



Model for Training Interventions in Zone Administration
Diagram 1

Key
 ———→ direct relationship
 - - - - -→ indirect relationship

We are hypothesizing that by altering the perceptions, interactions, and behaviors of these personnel we can in fact modify the impact of the internal factors and therefore help improve both extension efforts and rural production. We are of course assuming that the weight of the external factors relative to internal factors is not such that the induced change can be only minimal.

3) there are considerable needs at the local level for training designed to upgrade technical and administrative skills. This need is subordinate to the need for training designed to induce cooperative, coordinated, comprehensible efforts at rural development, most notably, planning and general administration and management. However, both kinds of training will be integrated in the same program.

These findings are reinforced by a study by my colleague Dr. Diambomba of several local development projects. In addition, a thorough study of the formal (legal) organizational structure of the zone, conducted by the staff of the C.P.A. is supportive of the proposition that the main internal roadblocks to effective development administration are not structural.

What is being called for here is a training effort designed to eliminate administrative pathologies by modifying administrative behaviors. The conception of a zone development team, to include representatives of territorial administration,

and the various technical services seems to address this need. Included in this conception are not just the horizontal relations at the top levels of the zone, but also vertical relations to include personnel at the collectivity and locality levels, traditional authorities, and the masses (through constituency organizations).

Appendix I

Projet: Administration Locale et Développement Rural
C.P.A.

Nom de l'Enquêteur _____ Date de l'enquête _____

Durée de l'interview

de _____ à _____

(l'heure et minute) (l'heure et minute)

col.1-3
CARTE 1

col 4

Numéro assigné à l'interviewée _____

Région (Encerclez)

1. Bas-Zaïre 2. Haut-Zaïre 3. Bandundu

col 5

Sous-région (encerclez)

1. Bas-Fleuve 2. Kwilu 3. Haut-Uelé 4. Ituri

col 6

Zone (encerclez)

1. Bulungu 2. Idiofa 3. Tshela 4. Seke Banza
5. Iruma 6. Mahagi 7. Wamba 8. Dungu

col.7-8

Collectivité (encerclez)

01 Bundi 02 Isangila 03 Loange 04 Lubuzi
05 Bele 06 Matoko 07 Kilunda 08 Kwenge
09 Mangbele 10 Timonike 11 Wando 12 Doruma
13 Alur Djug-
abda 14 Djuket 15 Mobala 16 Baniari

col 9-11

Localité (écrivez le nom) _____



col 12-13

Fonction de l'interviewée (encerclez)

01. Commissaire de Zone
02. Chef de Collectivité
03. Secrétaire de Collectivité
04. Receveur de Collectivité
05. Policier de Collectivité
06. Collecteur d'impôts de collectivité
07. Préposé à l'état-civil
08. Préposé à la population
09. Chef de Localité
10. Agronome de Zone
11. Auxiliaire agricole
12. Moniteur agricole
13. Infirmier vétérinaire
14. Aide-infirmier vétérinaire
15. Chef de bureau de Zone
16. Vétérinaire de Zone
17. Agent Voyer
18. Chef d'équipe du développement de Zone
19. Commissaire de Zone Assistant
20. Responsable de l'Environnement
21. Comptable subordonnée de Zone
22. Greffier de Tribunal de Zone
23. Secrétaire de Zone
24. Chef de Cellule du Développement Rural
25. Chef de Poste d'Encadrement Administratif
26. Préposé au Personnel de Collectivité
27. Dirigeant JMPR Collectivité
28. Greffier de Tribunal de Collectivité
29. Commissaire de Zone Assistant Résidant
30. Secrétaire Permanent de Zone
31. Commandant de la Section Territoriale de Gendarmerie
32. Chef de Station T.P./Zone
33. Surveillant de Prison/Zone
34. Chef de la Sous Brigade Cadastrale de Zone
35. Contrôleur des prix de Zone



col 14

1. A quel niveau avez-vous terminé vos études?
(encerclez)

1. pas d'éducation formelle
2. école primaire incomplète
3. école primaire
4. école secondaire-cycle d'orientation
5. école secondaire-cycle court
6. école secondaire-cycle long
7. université-graduat
8. université-licence
9. université-doctorat

col 15-16

2. a. En quelle année êtes-vous né? 19.....
(écrivez l'année)

col 17

b. Dans quelle région êtes-vous né?
(encerclez)

1. Kinshasa 2. Bas-Zaïre 3. Bandundu 4. Equateur
5. Haut-Zaïre 6. Kivu 7. Shaba 8. Kasai Occ.
9. Kasai Oriental 0. un autre pays (lequel _____
écrivez)

col 18-20

c. Dans quelle zone êtes-vous né?
(écrivez le nom de la zone) _____

col 21

3. Quelle est votre région d'origine?
(encerclez)

1. Kinshasa 2. Bas-Zaïre 3. Bandundu 4. Equateur
5. Haut-Zaïre 6. Kivu 7. Shaba 8. Kasai Occ.
9. Kasai Oriental 0. Un autre pays (lequel _____
écrivez)



col 22-23

4. Depuis quand est-vous affecté à votre service?
(écrivez l'année) 19 _____

col 24

5. Depuis quand êtes-vous à votre poste actuel?
(encerclez)

1. moins qu'une année
2. 1-2 ans
3. 2-3 ans
4. 3-4 ans
5. 4-5 ans
6. plus que 5 ans

col 25

6. Est-ce que votre supérieur immédiat est sur place?
(encerclez)

0 Non 1 Oui

col 26

7. Voyez-vous fréquemment votre supérieur immédiat?
(encerclez)

1. chaque jour
2. tous les deux jours
3. une fois par semaine
4. une fois par mois
5. moins d'une fois par mois

col 27-29

8. Combien d'agents sont sous vos ordres?
(écrivez) _____

col 30

9. Où se trouvent les agents qui sont sous vos ordres?
(encerclez)

1. il n'y en a pas
2. ici dans cette ville ou village
3. ici et dans les autres villes ou villages
4. dans les autres villes ou villages

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(Lisez la question à l'interviewée en encerclez sa réponse

10. Supposons qu'il y ait deux fonctionnaires dans un service comme le vôtre. Le premier se conforme exactement aux règlements, quelle que soit la situation. Le second enfreint les règlements dans les situations dans lesquelles il pense que la réalisation des buts du service l'exige.

col 31

Quel est le meilleur fonctionnaire, selon votre opinion (encerclez)

1. le premier
2. le second
3. (il ne sait pas)

col 32

11. Lequel de ces deux fonctionnaires a des chances d'être encouragé (amélioration de la situation, promotion) le premier. Le premier qui se conforme aux règlements, quelle que soit la situation; ou le second, qui enfreint parfois les règlements, lorsqu'il pense qu'il est nécessaire d'agir ainsi? (encerclez)

1. le premier
2. le second
3. il ne sait pas

(Lisez la phrase suivante à l'interviewée avant de poser les trois questions suivantes)

Je vous lirai plusieurs déclarations et j'aimerais que vous me disiez si vous êtes entièrement d'accord, si vous êtes d'accord, si vous n'êtes pas d'accord, ou si vous êtes en désaccord total, pour chacune d'elles.

col 33

12. La valeur réelle de la personne entre peu en ligne de compte pour obtenir une promotion ou un poste important dans le gouvernement au Zaïre (encerclez)

1. entièrement d'accord
2. d'accord
3. pas d'accord
4. désaccord total
5. il ne sait pas

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col 34

13. Plus un fonctionnaire travaille, plus il est respecté par ses collègues.
(encerclez)

1. entièrement d'accord 2 d'accord 3 pas d'accord
4. désaccord total 5. il ne sait pas

col 35

14. Pour exécuter son travail, un fonctionnaire doit apporter une attention particulière aux demandes des personnes "importantes".
(encerclez)

1. entièrement d'accord. 2. d'accord 3. pas d'accord
4. désaccord total. 5 il ne sait pas.

(Lisez les phrases suivantes à l'interviewée avant de poser les questions suivantes)

Dans quelle mesure les facteurs énumérés ci-après constituent à votre avis des obstacles au développement de la production en milieu rural en votre entité territoriale? Précisez si vous pensez que c'est un obstacle.

0. Sans importance. 1. peu important. 2. important
3. très important.

(Encerclez ses réponses)

col 36

15. manque de collaboration entre les agents de l'administration et les autorités traditionnelles
(encerclez)

0. sans importance 1. peu important 2. important
3. très important 4. il ne sait pas.

col 37

16. Résistance passive de la population consécutive aux exactions et abus dont se rendent coupables certains fonctionnaires et agents de l'ordre (arrestations arbitraires, confiscations, réquisitions abusives...)
(encerclez)

0. sans importance 1. peu important 2. important
3. très important 4. il ne sait pas.



col 38

17. Les producteurs, incités à pratiquer de nouvelles méthodes culturales, ne sont pas suffisamment suivis, conseillés et soutenus; ils connaissent beaucoup d'échecs et finalement se découragent.
(encerclez)

0. sans importance 1. peu important 2. important
3. très important 4. il ne sait pas.

col 39

18. Prépondérance accordée par l'administration aux cultures industrielles au détriment des cultures vivrières
(encerclez)

0. sans importance 1. peu important 2. important
3. très important 4. il ne sait pas.

col 40

19. l'administration commence les actions sans tenir compte des besoins de la population locale.
(encerclez)

0. Sans importance 1. peu important 2. important
3. tres important 4. il ne sait pas

col 41

20. insuffisance quantitative du personnel d'encadrement à la base.
(encerclez)

0. Sans importance 1. peu important 2. important
3. très important 4. il ne sait pas

col 42

21. manque de qualifications professionnelles du personnel d'encadrement à la base
(encerclez)

0. sans importance 1. peu important 2 important 3. très important 4. il ne sait pas.

col 43

22. encadrement des producteurs fondé sur la situation plutôt que sur la persuasion

0. sans importance 1. peu important 2. important
3. très important 4. il ne sait pas.



- col 44
23. Accent mis par l'administration sur les activités d'ordre politique au détriment des activités d'ordre économique et social (encerclez)
0. sans importance 1. peu important 2. important
3 très important 4. il ne sait pas
- col 45
24. Insuffisance des moyens matériels dont dispose le personnel d'encadrement (par exemple moyens de déplacements ou tout autre équipement) (encerclez)
0. sans importance 1. peu important 2. important --
3. très important. 4. il ne sait pas
- col 46
25. Le personnel administratif oeuvrant en milieu rural n'est pas suffisamment motivé (encerclez)
0. sans importance. 1. peu important 2. important
3. très important 4. il ne sait pas.
- col 47
26. Manque de collaboration entre l'administration territoriale et (encerclez) - (le phrase en haut est le même pour 26 a,b,c,d,e)
- a. les services de l'agriculture
0. sans importance 1 peu important 2 important
3. très important 4 il ne sait pas
- col 48
- b. les services du développement rural
0. sans importance 1. peu important 2. important
3. très important 4. il ne sait pas
- col 49
- c. les services de l'élevage
0. sans importance 1. peu important 2. important
3. très important 4. il ne sait pas
- col 50
- d. les agents économiques du secteur privé
0. sans importance 1. peu important 2 important
3. très important 4. il ne sait pas
- col 51
- e. les missions
0. sans importance 1. peu important 2 important
3. très important, 4, il ne sait pas
- col 52
27. Insuffisance quantitative du personnel vétérinaire et agricole (encerclez)
0. sans importance 1 peu important 2. important
3. très important 4. il ne sait pas



col 53

28. Abus dans la perception des taxes, à caractère vétérinaire ou agricole (encerclez)
0. sans importance 1. peu important 2. important
3. très important 4. il ne sait pas

col 54

29. Manque de coordination dans les interventions des différents services techniques (encerclez)
0. sans importance 1. peu important 2. important
3. très important. 4 il ne sait pas

col 55

30. Manque de coordination entre les projets de développement (encerclez)
0. sans importance. 1. peu important 2. important
3. très important. 4. il ne sait pas

col 56

31. Les producteurs ne sont plus incités à produire au delà de leurs besoins propres à cause de prix fixé trop bas par l'administration (encerclez)
0. sans importance. 1. peu important 2. important
3. très important. 4. il ne sait pas.

col 57

32. Les producteurs ne sont plus incités à produire au delà de leurs besoins propres à cause de mauvais état des routes.
0. sans importance 1. peu important 2. important
3. très important .4. il ne sait pas

col 58

33. Manque d'assistance dans le domaine de santé. (encerclez)
0. sans importance 1. peu important 2. important
3. très important 4. il ne sait pas

(Lisez les phrases suivantes à l'interviewée avant de poser les questions suivantes)

Quelles peuvent être les causes d'un (éventuel) rendement médiocre du personnel chargé de l'encadrement technique des producteurs de la base. Précisez si vous pensez que c'est une cause

0. sans importance 1. peu important, 2 important
3. très important 4. il ne sait pas.

col 59

34. Niveau d'études insuffisant (encerclez)
0. sans importance. 1. très peu important 2. important
3. très important 4. il ne sait pas.



- col 60 35. Etudes ne préparant pas directement à la fonction exercée. (encerclez)
0. sans importance 1. très peu important 2. important
3. très important. 4 il ne sait pas
- col 61 36. Absence ou insuffisance de formation en cours d'emploi (recyclage, perfectionnement) (encerclez)
0. sans importance 1. très peu important 2. important
3. très important. 4 il ne sait pas
- col 62 37. Formation spécialisée seulement et insuffisance de culture générale (encerclez)
0. sans importance. 1. très/^{peu}important 2. important
3. très important. 4. il ne sait pas
- col 63 38. ancienneté insuffisante dans la fonction exercée (encerclez)
0. sans importance. 1. très/^{peu}important 2. important
3. très important. 4. il ne sait pas
- col 64 39. ancienneté insuffisante dans le poste occupé (encerclez)
0. sans importance. 1. très/^{peu}important 2. important
3. très important 4. il ne sait pas
- col 65 40. Absence ou insuffisance de pratique professionnelles dans les fonctions (encerclez)
0. sans importance 1. très peu important. 2. important
3. très important. 4. il ne sait pas
- col 66 41. Répugnance devant l'effort que demande le changement (faculté d'adaptation faible) (encerclez)
0. sans importance 1. très peu important. 2. important
3. très important. 4. il ne sait pas
- col 67 42. Inaptitude à se faire admettre d'un environnement sceptique méfiant ou hostile (encerclez)
0. sans importance. 1. très peu important 2. important
3. très ~~peu~~ important 4. il ne sait pas
- col 68 43. Comportement mal approprié à l'égard de la population locale (par exemple excès d'autoritarisme) (encerclez)
0. sans importance. 1. très peu important 2. important
3. très ~~peu~~ important. 4. il ne sait pas



col 69

44. Connaissance insuffisante de la langue ou du dialecte local (encerclez)
0. sans importance 1. très peu important 2. important
3. très important. 4. il ne sait pas

col 70

45. Connaissance insuffisante des ressources locales (encerclez)
0. sans importance 1. très peu important 2. important
3. très important. 4. il ne sait pas

col 71

46. Salaires estimés insuffisants (encerclez)
0. sans importance 1. très peu important 2. important
3. très important. 4. il ne sait pas

col 72

47. Salaires versés tardivement (encerclez)
0. sans importance 1. très peu important 2. important
3. très peu important 4. il ne sait pas

col 73

48. Absence de promotion et de tout autre système permettant de valoriser la qualité professionnelle (encerclez)
0. sans importance 1. très peu important 2. important
3. très important 4. il ne sait pas

col 74

49. Conditions générales de travail en milieu rural peu satisfaisantes (encerclez)
0. sans importance 1. très peu important 2. important
3. très important. 4. il ne sait pas

col 75

50. Carences dans la fourniture des équipements nécessaires à l'exécution du travail (encerclez)
0. sans importance 1. très peu important 2. important
3. très important. 4. il ne sait pas

col 76

51. Difficulté des déplacements (encerclez)
0. sans importance 1. très peu important 2. important
3. très important. 4. il ne sait pas

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(Lisez les phrases suivantes à l'interviewée. Puis lisez chaque activité, posez les deux questions et encerclez ses réponses)

Je vais lire une liste des activités. Nous voudrions savoir à votre avis l'importance de chaque activité pour votre propre fonction. De temps en temps une activité est très importante mais un fonctionnaire ne peut pas consacrer assez de temps à cette activité. De temps en temps un fonctionnaire doit consacrer trop de temps pour une activité qui n'est pas importante pour leur propre fonction. Nous voudrions demander à votre avis si vous consacrez 0 pas de temps 1. pas assez

de temps 2. assez de temps ou 3 trop de temps à cette activité.

	Activité	A. <u>importance de l'activité</u> Est-ce que cette activité est 0 sans importance 1. peu important 2 important. 3. très important pour votre propre fonction?	B. <u>temps consacré</u> Dans votre travail à votre avis consacrez-vous 0 pas de temps 1 pas assez de temps 2 assez de temps 3 trop de temps à cette activité
_____	52 vulgarisation	A 0 1 2 3 4	B 0 1 2 3 4
carte 2 col 5 6			
col 7 8	53 appui technique	A 0 1 2 3 4	B 0 1 2 3 4
col 9 10	54 maintien de l'ordre public	A 0 1 2 3 4	B 0 1 2 3 4
col 11 12	55 audience accordée au public	A 0 1 2 3 4	B 0 1 2 3 4
col 13 14	56 comptabilité	A 0 1 2 3 4	B 0 1 2 3 4
col 15 16	57 règlement des conflits au sein de service	A 0 1 2 3 4	B 0 1 2 3 4
col 17 18	58 exécution des lois	A 0 1 2 3 4	B 0 1 2 3 4
col 19 20	59 activités du Parti	A 0 1 2 3 4	B 0 1 2 3 4
col 21 22	60 superviser le travail des cadres subordonnés	A 0 1 2 3 4	B 0 1 2 3 4
col 23 24	61 planification	A 0 1 2 3 4	B 0 1 2 3 4
col 25 26	62 préparation des rapports	A 0 1 2 3 4	B 0 1 2 3 4
col 27 28	63 gestion (générale)	A 0 1 2 3 4	B 0 1 2 3 4
col 29 30	64 ramasser les données	A 0 1 2 3 4	B 0 1 2 3 4



- | | | | | |
|-----------|-----------|---|-------------|-------------|
| <u>31</u> | <u>32</u> | 65 perception des recettes | A 0 1 2 3 4 | B 0 1 2 3 4 |
| <u>33</u> | <u>34</u> | 66 application des directives fixées par l'état | A 0 1 2 3 4 | B 0 1 2 3 4 |
| <u>35</u> | <u>36</u> | 67 activité d'ordre administratif | A 0 1 2 3 4 | B 0 1 2 3 4 |
| <u>37</u> | <u>38</u> | 68 information des subordonnées | A 0 1 2 3 4 | B 0 1 2 3 4 |
| | | (Lisez) | | |
| <u>39</u> | | 69 Est-ce qu'il y a des autres activités importantes que nous n'avons pas identifiées. (encerclez)
0. non 1. oui
(Si sa réponse est oui demandez laquelle et écrivez sa réponse) et posez les questions A et B) | | |
| | | _____ | A 0 1 2 3 4 | B 0 1 2 3 4 |
| <u>40</u> | <u>41</u> | 70 autre activité (écrivez)
_____ | A 0 1 2 3 4 | B 0 1 2 3 4 |
| <u>42</u> | <u>43</u> | 71 autre activité (écrivez)
_____ | A 0 1 2 3 4 | B 0 1 2 3 4 |
| <u>44</u> | <u>45</u> | 72 autre activité (écrivez)
_____ | A 0 1 2 3 4 | B 0 1 2 3 4 |



73. (Lisez les phrases suivantes à l'interviewée et posez la question).
On estime généralement qu'un stage ou une formation peut aider un fonctionnaire à mieux faire son travail. Y-a-t-il des domaines dans lesquels vous croyez que vous-même ou quelqu'un qui exerce vos fonctions peut profiter d'un stage?

(encerclez) 0. Non 1. Oui

Col 46

(Si sa réponse est oui demandez)

A votre avis ils peuvent profiter d'une formation en quelles activités?

(Encerclez le numéro à côté de chaque activité citée)

- ___47 01. Vulgarisation
- ___48 02. appui technique
- ___49 03. maintien de l'ordre publique
- ___50 04. audience accordée au public
- ___51 05. comptabilité
- ___52 06. règlement des conflits au sein de service
- ___53 07. exécution des lois
- ___54 08. activités du Parti
- ___55 09. superviser le travail des cadres subordonnés
- ___56 10. planification
- ___57 11. préparation des rapports
- ___58 12. gestion (générale)
- ___59 13. ramasser les données
- ___60 14. perception de recettes
- ___61 15. application des directives fixées par l'état
- ___62 16. activités d'ordre administratif
- ___63 17. négociation _____
- ___64 18. information des subordonnés _____
- ___65 19. autre (écrivez) _____
- ___66 20 autre (écrivez) _____
- ___67 21. autre (écrivez) _____

(Dites à l'interviewée)

Je vous remercie beaucoup pour votre assistance.

