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**ZAMBIA MANPOWER
ASSESSMENT STUDY**

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ZAMBIA

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NOVEMBER, 1985

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PREFACE

In July, 1984, AID/Washington authorized the Human and Institutional Resources Development Project (HIRD) for the Republic of Zambia (GRZ). The purpose is to assist the Government in developing its technical, administrative and managerial human and institutional resources in the most critical skills shortage areas. The initial project concept emanates from a special appeal made by a high level delegation of the GRZ to the U.S. in 1983 for assistance in training Zambians for middle and upper echelon positions in the public, parastatal and private sectors.¹

HIRD project components, collaboratively designed by USAID and the GRZ, consist of the provisions of support for participant training, technical assistance and instructional material and equipment. Commencement of implementation of training under the project is predicated on the prior identification of Zambia's trained manpower needs. Hence, the conducting of a USAID-sponsored human resources skills study. The fact finding mission's assessments and recommendations for corrective action are presented herein.

Scope of The Study

The purpose of this cross-sectoral manpower development study is to evaluate the status of managerial and technical skills in Zambia, and the appropriateness of these skills for satisfying the nation's current political,

¹ Project Paper - "Zambia Human and Institutional Resources Development," (611-0206). USAID, July 1984.

economic and social development needs. A corollary focus is the examination of in-country training institutions and their capacity to generate requisite skills responsive to today's circumstances and the challenges of tomorrow. As prescribed by the parameters established by HIRD, this survey concentrates on non-agricultural sectors that play key roles in the national economy.

Objectives and Methodology

The objectives of the trained manpower skills study are:¹

- A. To assess - the nature, volume and quality of trained manpower in middle and upper level positions in the civil service, parastatals and privately owned firms;
 - cross-sectoral demand for trained manpower in the critical skills shortage areas, such as, accounting, management, economics, business administration, statistics and computer science;
 - pre-service and in-service human resources training institutions, programs and activities;
 - the ability of the existent skills supply stock to meet organizational and national development goals and objectives;

¹ "Manpower Assessment For HIRD Project." C. Perry. AFDR-06, USAID/Washington, September, 1985.

- the need for the acquisition of new skills not presently found in Zambia; and
- cross-sectoral employment policies and practices relative to managerial and technical manpower skills development.

- B. To propose means and actions to stimulate the generation and effective utilization of trained human resources, and
- C. To identify a pool of candidates in the most critical skills shortage areas for post-graduate and non-degree specialized training.

In the conduct of the survey, the manpower assessment team relied extensively upon data previously compiled by domestic and external bodies, government documents and on-site interviews in Zambia of executives and management personnel in organizations in the targeted sectors.

EXECUTIVE SUMMARY

A nation is a reflection of its people. In Zambia the scarcity of trained and experienced manpower is recognized by the Government as a serious impediment to development. An investigation of this issue, as it pertains to the formal sector of the economy, was conducted on-site in Zambia during the months of October and November 1985. The survey team's findings and recommendations are contained in this report.

The 1985 Manpower Assessment Study document is organized in the manner described below.

1. The discussion opens with an evaluation of the sufficiency of Zambia's human resources base, and is followed by future demand projections for skilled manpower.
2. Thereafter, the economy is examined for how effectively organizations within each sector utilize skills and what their major manpower needs are.
3. Although the public sector is addressed briefly in the chapter on sectoral analyses, a separate section is devoted to an assessment of the employment policies and practices of the Government of the Republic of Zambia.

4. Next is a review of the University of Zambia (UNZA) and the National Institute of Public Administration (NIPA).
5. The main body of the text concludes with a presentation of the projected pool of candidates available for Technical and Managerial Training.

Findings: A Summary

The one element of surprise that surfaced during the conduct of the manpower study was the near unanimity of opinion found among the scores of persons interviewed cross-sectorally on: the nature of the country's human resources problems; the identification of manpower training needs, and some basic aspects of a plan of action.

The areas in which there was general agreement include but are not limited to the following:

- a) Critical deficiencies exist in the skills and knowledge base of locally-trained Zambians as a group.
- b) There is a need to improve the quality of domestic university training, substantively strengthen curricula and make education more responsive to the marketplace.

- c) Emphasis for managerial level training should be placed on the upgrading of skills of persons already actively employed in the formal sector.
- d) Resources, to the extent feasible, should be concentrated on the further development of in-country in-service training institutions and programs.
- e) The skills fields in which the manpower shortages are the most critical are: accountancy, management, statistics, business administration, economics, computer science and related subdisciplines, such as, budgeting, auditing, marketing, supervision, policy formulation, etc.

Major Recommendations

- A. In order for Zambia to achieve more effective levels of decision-making, planning and policy-implementation data bases will have to be substantially expanded. Proposals, elaborated upon in the text, that should contribute to the attainment of this objective are cited in the following list.

It is recommended that:

- The demand for labor be monitored closely over time so that any changes in the required mix of manpower skills may be quickly reflected in adjustments to training priorities.

- A cost benefit analysis of Zambianization based on the 1983 Manpower survey be undertaken.
- A process to accumulate data domestically on emigration be devised, and that a review of ongoing research regularly conducted outside of Zambia by organizations such as UNITAR be initiated.
- The multifaceted role of women in Zambian society and the obstacles they encounter toward participation be systematically studied, e.g., contributions to economic development, access to education, impediments to entering selected professions, etc.
- A comprehensive census of private businesses be conducted.

B. The Employment Policies and Practices of the Government of the Republic of Zambia.

It is recommended that:

- All placement and transfer policies be examined, especially for impact on skills utilization and employee morale.
- Job audits be conducted system-wide in order to reconcile actual duties performed with job descriptions and organizational objectives.

- The review of civil service remuneration continue and that the discrepancies between administrative and professional salary scales be reassessed.
- In-service and pre-service bonding procedures be precisely delineated and applied with greater objectivity and specificity.
- Measures be developed to assist public officials cope with change and shrinking resources, motivate employees and raise channels of communication and standards of performance.
- Policies and procedures governing personnel transfers be examined and restructured where necessary to give more weight to employee training, talents and interests.

C. The National Institute of Public Administration.

It is recommended that concerted efforts and available resources be devoted to overall institutional development, instructional staff enhancement and the creation of a research component. Chapter four provides a detailed series of proposed courses of action.

D. The University of Zambia.

It is recommended that UNZA:

- Investigate the feasibility of moving Business and Industrial studies from Kitwe to Lusaka.
- Develop a comprehensive manpower development and training policy.
- Create a student placement services.
- Strengthen curricula and strive to achieve greater balance between theoretical and practical training.
- Expand its external community and professional relations. Possible areas for consideration are the establishment of a legally-constituted consulting unit, student internship programs, faculty exchanges, formulation of professional societies, etc.
- Develop a mechanism that accommodates and encourages open lines of communication with employers across sectors.

I. MANPOWER SKILLS ASSESSMENT

Public policy and the Zambian economy are at a watershed which both presents possibilities and increases uncertainty about the future. Major policy realignments include: (1) greater use of markets as policy instruments with the introduction of a foreign exchange auction as a major case in point; (2) establishing agriculture and tourism as priorities to replace the past reliance on mining, and (3) re-evaluation of the role of parastatals in the economy.

Although these changes are expected to have a salutary effect on the economy, it is difficult to predict in detail specific consequences. It is clear that anticipated benefits will not materialize overnight, but rather there will be a politically and economically difficult transition period. What is obvious is that these changes will have a major impact on human resources. Over the course of several years, the demand for labor should increase modestly, while the mix of skills required can be expected to change. It will be imperative to monitor these changes closely so as to quickly adjust training priorities to new circumstances.

In some instances, the outlook is fairly clear. The skills identified for the HIRD project will continue to be critical, even though their relative importance may change. For example, agriculture makes less intensive use of accountants than mining. Moreover, specialization within an area will be modified. Zambians, for example, undergoing training in economics should find courses in economics of tourism or agriculture more appropriate than mining economics.

Two stages can therefore be anticipated. The first is a hiatus of one to two years during which structural readjustment takes place. In this period, the present agenda for resource development will be largely relevant, in part because it involves Zambianization of established posts. Through careful monitoring of the first stage, subsequent manpower needs for the Fourth National Development Plan can be identified and appropriately addressed.

A. CURRENT HUMAN RESOURCE SKILLS BASE

The labor force in Zambia has grown rapidly. At 3.3 percent per year from 1969-80, the rate of increase exceeds that for population as a whole. Unfortunately, there have not been similar increases in employment, which stood at 365,190¹ in mid 1984, and which in fact registered a decline during the Third National Development Plan (TNDP). Needless to say, this pattern implies a serious loss of human resources.

Critical Skills

The present concern is with critical areas of human capital. These fall within the categories of Professional, Technical and Related Workers (PTRW) and Administrative and Managerial workers (AMW). The most thorough examina-

¹ Monthly Digest of Statistics. Central Statistics Office, Zambia, April/May 1985. (N.B. This figure refers to the formal sector only.) A recent survey puts small scale industry employment in rural areas at 373,263 or 300,117 FTEs. It is estimated that an additional 200,000 are employed by small enterprises in urban areas. "The Current State (September 1985) of Factors Affecting The Development of Rural Small Scale Enterprises in Zambia and Options for Future Assistance by USAID/Zambia." B.C. Baldwin. September 1985 and "Rural Small Enterprises in Zambia: Results of the R.D.S.B. Survey." J. Milimo, et Al. September 1985.

tion of these and other categories is the manpower survey of 1983, a draft of which was issued in 1985.¹ Professional-technical workers constituted 16.2 percent of the work force in 1983 which was in sharp contrast to 6.9 percent figure for 1980. Even allowing for discrepancies in data, the Zambian economy has become more skills-intensive. The category PTRW is rather broad, with about half composed of teachers and another 17 percent of health care workers. Accountants and their assistants constitute only 7.2 percent of the category. Administrators-managers are a much smaller group, accounting for 1.2 percent of all employees.

The demand for professional and administrative workers exceeds the supply of trained Zambians. The shortfall is compensated with non-Zambians who comprise 12 percent of PTRWs and 22 percent of AMWs. The pattern has changed rapidly since independence. As Zambians have been trained, the number of non-Zambians in the work force declined 52 percent between 1964 and 1983.

Distribution of Zambian Workers

Of Zambian professionals, over two-thirds are in community, social and personal service industries, reflecting the importance of education within this occupational category. Mining was second with 17.5 percent of Zambian PTRWs. Administrators are more equally distributed in industry. About a quarter are in the community et al category, which is followed by the financial and mining industries.

¹ "Manpower Survey of Employees 1983" (Draft Report). Department of Census and Statistics, NCDP. Lusaka. April 1985. The figures cited throughout this section are drawn or calculated from the survey unless otherwise noted.

In sectoral terms, almost half of the professionals are in education and another quarter employed by parastatals. Health accounts for about ten percent. Forty percent of Zambian administrators are in education, followed by the private sector with about one third.

Zambian professionals are rather young, with about two-thirds 34 years or younger. This reflects the rapid expansion of training for Zambians since independence (see discussion of UNZA) and associated Zambianization. Administrators are somewhat older, with less than a third being 34 or younger, but with 44 percent falling in the 35-44 category. This in part is a consequence of Zambians being thrust into managerial positions at the point of independence.

As a general rule women constitute a major underutilized human resource in the formal sector work force. The distribution of employees by sex shows that 86.4 percent were male and 13.6 percent female. Of note, the Register of Zambian Graduates in the Civil Service (December 1981) indicates that only ten percent of Zambian graduates in the Civil Service are women. Regarding age, both female professionals and administrators are younger than their male colleagues, implying that women are more equally represented among the most recent job entrants.¹ Moreover, women are relatively well-represented among professionals, constituting 37 percent of that category. This is because fe-

¹ Because of aggregation of data on manpower many implications should be regarded as provisional. In the case at hand, the facts are also consistent with female professionals and administrators withdrawing from the labor market at an earlier age than men.

males have traditionally tended to train in professions such as nursing, teaching, secretarial, etc. On the other hand, only 8 percent of administrators are female. Since PTRW is the best paid occupational category, the fact that 40 percent of women workers are so employed takes on added significance. Put differently, women who have found work fare reasonably well, but their overall participation among the wage earners and salaried ranks will continue to be low indefinitely relative to their population strength.

Zambian employment has expanded over time along the line of rail (as communities develop) and in the Copperbelt. Four provinces (Copperbelt, Lusaka, Southern and Central - in descending order of importance) account for almost three-quarters of Zambian workers, with the five other provinces providing the balance of employment.

Geographic distribution of professional and administrative manpower follows the general contours of the labor force as a whole, but with some contrasts. Professionals have proportionally less representation in the Copperbelt and Lusaka than total Zambian employment. On the other hand, Zambian administrators are especially prominent in Lusaka.

Quality of Zambian Manpower

The period since independence has been brief enough that Zambia's labor force has not yet acquired a high level of academic training. Starting from virtually nil, 2.1 percent of the work force now have first degrees. Another 4.4 percent have non-university professional education and 0.7 have 'A' level

GCEs. In this context, it is perhaps not surprising that two-thirds of Zambian professionals have 'O' levels or less, with the figure for administrators running about three-fifths.

Formal education is but one dimension of training. It rarely provides immediately applicable tools, but instead offers an understanding of broader principles and cognitive skills upon which future job performance can be built. Specific skills normally await experience and ongoing training, all of course acquired over time and all difficult to capture in productivity terms. But given the relative youth of professional cadres, productivity should increase as the work force becomes more seasoned.

The 1983 survey explored the issue of quality by asking employees if their training was sufficient for the positions they hold. Forty-three percent said no. At the same time, Zambians were actively seeking out practical instruction with 23.5 percent of them involved in correspondence, on the job, evening and in-service training programs.

Professional and administrative personnel are only somewhat more satisfied with their preparation, with 33 percent of professionals and 41 percent of administrators viewing their training as inadequate. In roughly the same numbers (37 percent for professionals and 38 percent for administrators) employees are receiving further training, suggesting that the skills deficit as perceived by employees is decreasing.

Non-Zambian Employees

The substantial decline in non-Zambian employment has already been noted. These figures provide a ready indicator of the country's manpower deficit. While non-Zambians constitute 4.3 percent of the labor force, they are heavily concentrated among professionals and administrators, where they account for 12 and 22 percent respectively of those categories. Within the professional category, the deficit is particularly pronounced among doctors, physical scientists, engineers, statisticians and mathematicians, accountants, and teachers of higher education. Non-Zambians are especially concentrated in the Copperbelt and in Lusaka.

Attrition

There is no good information regarding retirement, emigration, etc. of skilled Zambians. The brain drain, or the reverse transfer of technology as it is sometimes called, does not yet seem to be a problem, although some Zambians have taken positions with international bodies or have migrated regionally. At the same time, we can expect emigration to become an increasingly serious drain-tendency which may have already begun among medical doctors. This tendency will add another dimension to manpower policy and planning.

Proposals

The data base for manpower has improved substantially with the 1983 survey. Nonetheless, there remains a good deal of work which is necessary for

effective policy. The following are some possibilities for action which could be undertaken under the HIRD project:

- A. A cost benefit analysis of Zambianization could probably be done using data from the 1983 survey. This in turn could be used to set priorities for manpower decisions to provide the optimum contribution toward Zambianization.

- B. In general, greater attention to the relationship between manpower stocks and flows could assist in manpower planning. In the case of emigration, work should begin now in anticipation of a growing problem. Unfortunately, information in this area is not easily obtained. Nonetheless, there are several manageable projects which could be of value. (a) An analysis of membership in professional societies, e.g. medicine and finance, in combination with training data, could uncover brain drains in specific areas. (b) Ongoing research outside of Zambia, e.g., by UNITAR, could uncover outflows of trained Zambians. (c) An upgrading of the planning system would provide improved policy analysis in all areas including manpower. Specifically, an inter-industry model which includes labor coefficients would permit improved projections of both direct and indirect training requirements.

B. DEMAND PROJECTIONS

Problems in forecasting projections exist at two levels in the Zambian economy. First, in any economy there are elements which cannot be foreseen, e.g., weather, political change, export demand. Consequently,

unqualified projections are notoriously inaccurate. They become more valid the more conditional they become. Hence, the usual procedure is to use alternative sets of assumptions to generate several scenarios ranging from optimistic to pessimistic.

A second problem is data base and modeling. Here Zambia is still building its planning capabilities. It does not have an operational model which captures the interrelationships between industries and the labor coefficients of these industries. Hence, it is not possible to project manpower demand with much confidence, even if the problem of uncertainty did not exist. Given the conditions above, it is not surprising that past planning projections have been off target. During the TNDP (1979 - 1983) there was no economic growth, although 4.8 percent per year had been projected. Similarly, the 1983 target fell short by half.¹

Total Demand

In spite of the above problems, one can say something about the demand for high level manpower. In developing countries this demand grows faster than both the total labor force and GDP. The market for technical personnel would typically outstrip economic growth by a multiple of three, while the factor for administration and management would be closer to two.

¹ "Manpower Survey 1983," op.cit.

Over the next five years, it is hard to imagine that the growth rate for GDP would exceed 2.5 percent - a figure which surpasses the recent past. Therefore, a high growth projection would involve demand for professionals to increase in the range of 7.5 percent per year and for administrators 5 percent.

The more pessimistic but also possible scenario is no growth in GDP and therefore an unchanged demand for high-level manpower. This would be reinforced by the GRZ's hiring freeze and proposed staff pruning.

Zambianization

The good news is that manpower planning for the immediate future does not require the forecasting capabilities which must be implemented in the longer run for effective development management. This is because non-Zambians provide a substantial portion of professional (12 percent) and administrative (22 percent) manpower.¹ Hence, for the moment, manpower training will be aimed at replacing an identifiable number of non-Zambians.²

The following figures³ indicate the extent of the task of Zambianization for some of the more significant and/or critical areas. Although data are for

¹ "Manpower Survey 1983," op.cit.

² In considering Zambianization caution should be exercised in distinguishing between the short- and long-run. The goal is not achievable in the immediate future. More importantly, total implementation in the short-run, even if possible, may not be the best policy because of the implications it holds for performance, disruption to service, loss of skills, etc.

³ "Manpower Survey 1983," op.cit.

only four provinces, these constitute over 80 percent of non-Zambians. Country-wide figures can be approximated by multiplying the accompanying figures by 1.23.

Professional, Technical and Related Workers		5,285
Engineers	(1,095)	
Medical, Dental, Veterinary and Related Workers	(824)	
Statisticians, Mathematicians, Systems Analysts and Related Technicians	(207)	
Economists	(6)	
Accountants and Assistants	(815)	
Teachers	(1,574)	
Administrative and Managerial Workers		748
Managers	(676)	

II. SKILLS UTILIZATION AND NATIONAL REQUIREMENTS

The scarcity of trained and experienced manpower presents a serious impediment to development. The inadequacy of Zambia's human resources base directly constrains operational efficiency of the nation's institutions, irrespective of their particular objectives. In the public sector the shortage of skilled managerial and technical civil servants inhibits the GRZ's

capability to plan, analyze and administer its programs and to deliver public services efficaciously. The cumulative effect of less than optimal performance is the creation of a framework that is unable to stimulate and support appropriate development activities.

Parastatals and private businesses, compelled to draw from the same human resource base, are equally affected by trained manpower deficiencies. The health of the economy and individual industries requires substantial improvements in personnel and management outputs. The kinds of responses and the resources directed toward the manpower dilemma differ widely, but the constant in this development equation is the national concern for the attainment of a resolution. The common denominator in approach among the public, parastatals and private sectors is the utilization of extensive in-service skills upgrading and training programs for employees. In the present environment as efforts are being intensified system-wide to maximize shrinking resources there is a growing reliance on in-country training. By nature of the fact that manpower training is a slow process. In the short-run, organizations from all sectors continue to actively recruit expatriates for specific types of professional, administrative and technical positions.

A. THE PUBLIC SECTOR

Zambia has been ably and inspirationally led by His Excellency President Kenneth Kaunda for two decades. Under his tutelage and the guiding philosophy of humanism, the Government of the Republic of Zambia strives to maintain a

system that is compassionate and all-embracing; conducive to personal growth and fulfillment, and respectful of justice and the rights of human-kind within and beyond its borders.

The responsibility for translating these principles into effective policies and programs that contribute to the social, political and economic development of the state falls to thousands of civil servants. With 31 percent of the nation's formal sector wage earners on its employment rolls, the Government is a major employer in the economy.¹ An examination of the intricacies of the public service is found later in the section devoted to GRZ employment policies and practices. The discussion immediately below takes a look at how key Ministries and other public sector bodies are addressing the issue of skilled manpower shortages.²

National Commission for Development Planning (NCDP)

The National Commission for Development Planning was set up to formulate manpower development policy, to conduct manpower planning and research and to coordinate donor assistance for training to meet manpower goals for national development. The scope of its policy functions make the Commission a linchpin institution in the government. Most public bodies use its information and

¹ Ibid.

² The following discussion of civil service agencies is based on a combination of information extracted from interviews conducted in October and November 1985 in Lusaka, and GRZ publications.

technical data in their daily operations. Thus, any strengthening of management and policy development effectiveness, and research capabilities will produce salutary benefits for the total civil service and the country.

Planning as carried out by NCDP is by necessity indicative. Given the broad goals and strategies of government, NCDP makes projections and formulates targets with special attention to the preparation of the capital budget. Preparation for the Fourth National Development Plan has begun. In addition to five year plans, annual plans are also issued in order to adjust to changing circumstances. Other ongoing activities include annual compilation and publication of the Economic Report. Presently, NCDP is completing the Manpower Survey for which data was collected in 1983, and, as a matter of routine, it services ad hoc requests for briefings and the preparation of conference documents.

Organizationally, NCDP has in addition to the Central Statistical Office, (CSO) four substantive departments: Manpower Planning and Research; Sectoral Planning; Regional Planning; and Investment and Policy. Within the GRZ, the Permanent Secretary reports directly to the Minister of Finance. Less formally, contacts are maintained with a number of government bodies, most of which have economic units with specialized foci.

Staff and training needs present both problems and possibilities. On the problem side, there has been considerable turn over in the 130 member staff. Many high level personnel have been lost to the private sector. Others,

having become familiar with their posts at NCDP, have been transferred to other Ministries. The latter problem could be largely rectified through improved GRZ personnel policies.

A substantial number of staff are training abroad - 32 including those from CSO.¹ Most are earning master's degrees. This is part of a progression by which first degree holders are slotted for and receive further training which one day should enable the Commission to improve its capacity for project preparation and evaluation, and reduce its use of expatriates. Short-term training is provided in country through NIPA, Presidents Citizen College and National Resources Development College. A limiting factor is that these institutions do not always have the curriculum appropriate to NCDP's needs. No use is made at present of UNZA for in-service training.

Because of its particular relevance to the state of institutional development in the public sector, NCDP's Manpower Planning and Research Department is singled out under the HIRD project for technical assistance. This support is forthcoming at a time when departmental capacity is substantially diminished due to high posts vacancies, the number of persons on study leave abroad, and the realignment of five positions to meet increased responsibilities in the areas of population and development planning.

¹ Department of Manpower Planning, National Commission for Development Planning. Lusaka. October 1985.

Presently, there is no manpower economist/planner on the staff - an obvious shortcoming given the department's charge. Such a person could, in tandem with carrying out their programmatic duties, provide on-the-job training for designated staff members. Although all staff have been exposed to statistics, this is another area where in-service training could be valuable.

Central Statistical Office (CSO)

Effective development planning and decision-making in Zambia's public and parastatal sectors are dependent upon the availability of valid and reliable data. It is to the Central Statistical Office that these tasks are endemic. CSO, established as an arm of NCDP, is responsible for the collection, processing and analysis of statistical information required for planning, particularly in the subject matter areas of agriculture, population, industrial production, health, balance-of-payments, external trade, commodity prices and consumption and public finance. Created in 1964 shortly after independence, CSO has grown rapidly in twenty years. It now has a staff of more than 500. Two-thirds of the employees operate from Lusaka, while the balance are divided equally among the provinces throughout the country.

The hardships encountered by CSO in its valiant attempts to provide the nation with statistical information in a timely manner have been multiplied by the absence of an in-country degree training program. In order to secure a staff with a semblance of requisite skills and credentials since UNZA does not graduate professional statisticians, CSO has devised an elaborate and costly scheme for training statisticians via a comprehensive in-service training

program supplemented by movement through selected institutions in Tanzania, India and Uganda. Inhibited by limited financial resources and training logistics, output has never reached the numerical level deemed essential for effective service delivery. Overall skilled manpower strength has failed to register a significant gain because of professional outflow principally to parastatals. The challenges mount. Whereas donor and GRZ funds to finance external training are declining, demand for statistical data is increasing proportionately to the rise in demand for services to evaluate and implement new policy initiatives.

Once it comes to fruition, the proposed statistical degree program at UNZA should, if properly planned, substantially alleviate the problem of a shortage of statistically knowledgeable human resources. While this long-term remedy is unfolding, there is an urgent need for sustained support of degree and technical training outside of Zambia, and for technical assistance to enhance in-service training, especially in curricula development and survey methods.

Directorate of Manpower Development and Training (DMDT)

A growing awareness of the importance of having a single mechanism to oversee the deployment of scarce training resources and to coordinate manpower training, especially in the Civil Service, led to the creation of DMDT in 1982. The requirement of allocating training funds to Ministries and Provinces in accordance with planned training needs was added to its administrative repertoire in 1983. Responsibility for national manpower planning and research and the formulation of manpower policy continue to reside in NCDP. The combined actions of these two public agencies are major

determinants of the nature and volume of skills available for the planning and implementation of Government policies and for the management of the country's social and economic development.

DMDT's primary task is to distribute donor scholarships and technical assistance and GRZ training funds in harmony with national priorities. The method devised to accomplish this is the dispersing of Manpower Development Officers throughout the public sector. As seconded personnel, MDOs are answerable to DMDT. Their basic role is the identification of civil service training needs. This aspect of the system works fairly well with the names of candidates routinely flowing into headquarters at the appointed times. Other dimensions of the MDO posts, such as curricula development, policy recommendations, etc., ironically suffer from systemic manpower weaknesses, i.e., lack of proper training and qualifications. These inherent shortcomings render some MDOs mere conduits of information. On the other hand, the system has enormous potential. With minimal technical assistance, it could become a real training and planning tool.

Last year DMDT conducted the country's first cross-sectoral survey of training needs.¹ The purpose was to obtain information about demand for training that could serve as a basis for a training plan as called for by HIRD and the 1983 GRZ directive cited above. This ambitious activity provides a classic illustration of institutional responsiveness for which DMDT deserves

¹ "Manpower Development And Training Needs Survey, 1984." Directorate of Manpower Development and Training. Lusaka. July 1985.

credit. The findings, though less comprehensive than anticipated, brought to the fore data and methodological lessons that will prove invaluable to GRZ training and implementation of HIRD. Noteworthy was the inability of the Directorate to obtain information from the private sector. Completed questionnaires were secured from only three companies and from a fraction of the parastatals. The public sector, on the other hand, was respectably covered.

Survey results revealed a demand for training far greater than anyone had imagined. Documented demand for training was three times greater than existent opportunities. Furthermore, when non-responses and skewing due to questionnaire design are factored in, projected demand easily exceeds supply by a five-to-one ratio. With unsatisfied candidates, i.e., those not placed, swelling the ranks annually, the gap between training opportunities and demand will increase with each passing year. There is no date in sight by which one may comfortably predict a reversal of this trend. Presently, of significance to HIRD and other donors of training and technical assistance is that a ready list of civil service candidates in the critical skills shortage areas has been compiled and prioritized, and consistent with the GRZ's interest in maximizing resources, DMDT is expanding its in-country training efforts.

Bank of Zambia, Ministry of Finance

An inadequate supply of trained and experienced managers and technicians constrains the institutional capability of all government bodies without exception. The measures devised to compensate for the dearth of skills and their effectiveness are as varied as the entities comprising the public

sector. The Bank of Zambia and the Ministry of Finance, key links to the economy and public welfare, are examples of administrative ingenuity.

The Bank of Zambia, the nation's central bank, has a work force of 1261 employees one-half of whom are directly engaged in bank operations. 35 staff members have college degrees. Those with special banking qualifications are fewer than 14 and not a single professional statistician or computer expert is on board.¹ Of note is the fact that most of the UNZA graduates bring with them major inadequancies in analytical and applied skills. The implications of this situation for GRZ policy development, financial affairs and the management of changing domestic and international transactions are staggering.

On the plus side, the Bank has an unusually stable labor force. Contributory elements include the prestige that accrues from Bank affiliation, relatively favorable conditions of employment and a work environment that is sensitive to its human resource component. Manpower development is a top priority. The Bank devotes extensive resources to the provision of in-service training for employees who exhibit potential. Emphasis is on the upgrading of staff skills. Internal training spans the gamut from low level clerical and accountancy programs to general management and technical training for middle and senior level personnel, as well as, supplementary training for college graduates.

¹ Data provided by Bank of Zambia officials during site interview. Lusaka. November 1985.

Any donor support for technical assistance and staff training at the Bank would enhance internal operations and immeasurably further national development because of the institution's unique role in the economy. A most urgent need is for help in improving internal audit procedures and systems maintenance. Other subject areas for which training is sought, especially for senior level staff, include: organizational planning, personnel management, bank administration, computerization, policy development and analysis, export management and techniques to facilitate re-orientation of the economy. In terms of degree training, the priorities are accounting, management, auditing, finance, statistics, computer science, money and banking and applied economics.

The Ministry of Finance which shares the country's economic platform with the Bank of Zambia suffers many of the same manpower input shortcomings and in some instances to an even larger extent because of a smaller resource base. By being a part of the civil service system, the Ministry does not enjoy the benefit of a stable labor force. Acquisition and retention of skilled staff pose monumental problems. The short-term method adopted for coping is similar to the Bank of Zambia in that it also depends on an internally designed in-service training mechanism to shore-up its knowledge and skills base.

All factors confirm management's own assessment that the manpower needs at the Ministry are acute and growing daily. Highly trained personnel are few. Financial operations are generally dependent upon people who are not properly qualified. As a result and as a matter of survival, human resource development is an on-going organizational concern.

Selected highlights may illustrate the breadth of the obstacles impeding maximum attainment of organizational objectives. The goal of collecting and accounting for every Kwacha¹ legally due the government is a requisite but difficult one. Currently 86 internal auditor posts are established. The number is believed to be too small to effectively cover the country, yet only 49 are in place. Identifying Zambians with particular skills in taxation and customs is an onerous task. The most immediate training need is in accountancy and auditing. The Ministry also requires on-going training for economists. Most useful are short courses of 8 - 12 weeks similar to those provided by the IMF and ADB.

Improved management and technical proficiency are long-term endeavors. In the short-run, extensive in-service training efforts are concentrating on teaching basic financial skills to employees who demonstrate aptitude and interest. Assistance is likewise sought for the strengthening of organizational training programs in technical and management fields. In addition to the functional areas associated with financial operations and public policy-making, management is wisely requesting assistance for: development of strategies to motivate employees and achieve attitudinal change; stimulating an appreciation for and insight into how capital markets work; and the design of public education campaigns and resource allocation techniques. There is a consuming cognizance of the pressure on the Ministry literally "to do more faster, more accurately and with less".

¹ Kwacha is a unit of currency

Ministry of Commerce and Industry

A major expansion of agricultural production is the undisputed number one priority of the GRZ. The development of plans for the attainment of this goal is given prominence in the preparations underway for the formulation of the Fourth National Development Plan. Propelled by rapid economic changes and external conditions, high priority is also being given to industries that have potential for the generation of substantial amounts of foreign exchange. They include export businesses and tourism. The following review of the Ministries whose scope of responsibilities are drastically accelerated by new policy initiatives is presented to highlight some of the complexities accompanying change and their implications for the existing human resource base.

The Ministry of Commerce and Industry has always been important to the national economy; what is new is the fluidity of the context within which it must operate and the enormous increase in its work load. Historically, the Ministry has utilized its internally-designed manpower development program to strengthen the computational, analytical and applied skills of the UNZA graduates who have joined their staff over the years. Such skills have been found to be particularly wanting in recruits in the fields of economics and management. The need for post-graduate and other forms of advanced training will continue on a steady and upward spiral as these disciplines form the basis for on-going operations.

The immediate need is for short-term specialized training to help the Ministry make the transition required by a more market-oriented economy and to aid in the installment of new service delivery systems. A few of the subject

areas officers articulated are: general re-education of staff; policy formulation and evaluation; export promotion; tariff collection; international marketing; new product/service identification; economic planning; establishment of quality control standards; equipment design; etc.

Ministry of Tourism

Tourism calls for special attention on several counts. First, it is clearly one of the most under-endowed of government agencies in terms of high level manpower. Second, tourism has been identified as a top priority for national development. Hence, it must both catch-up as well as prepare for new and major responsibilities in the upcoming five year plan.

According to the Ministry, there is a crying need in all fields, since there are few trained personnel. These needs however are not registered as establishment positions. As a consequence of staff size there are few nominees for training; there is only one economist with a first degree the Ministry wishes to receive further training. There is also a vacancy for another economist. The need for a statistician and data processing specialist is well documented but no position exists. The accountancy staff is seconded from Finance, although an in-house capability is desired. Hotels, which fall under tourism have additional requirements, including that of a statistician and a hotel administrator to establish and monitor site inspections.

If the priority of tourism is to become a reality, there must be a rapid expansion of high level manpower within the Ministry. A budget of K600

million has been proposed as necessary for the upcoming development plan to bring Zambia up to international tourism standards.

Finally, it should be noted that many high level skills are industry-specific. For example, museum administration requires a strong historical-scientific component. Therefore, it is not feasible to staff tourism with transfers from other arms of government. Manpower planning must begin now if the Ministry is to fulfill the expectations that tourism is to be a significant revenue providing priority area.

B. THE PARASTATAL SECTOR

Parastatals are the leaders in the economy for employment, industrial output and revenue generation. With mining in the forefront, they produce most of the nation's commercially earned foreign exchange and employ 45 percent of the wage collecting labor force. These quasi- or semi-public organizations have government equity participation ranging from 30 to 100 percent. In addition to mining and quarrying, the major industrial groups in the parastatal sector are: agriculture, forest and fisheries; manufacturing, electricity and water; construction and allied repairs; distribution, restaurants and hotels; transportation, storage and communications; finance, insurance, real estate and business; and community, social and personal services. The overwhelming giant of the sector is the mining industry which alone accounts for 26 percent of the labor market.

Most parastatals, including their subsidiary companies, are members of ZIMCO (Zambia Industrial and Mining Corporation Limited).¹ This umbrella organization is authorized to represent membership interests to the Government and the public-at-large; coordinate recruitment, training and conditions of service; monitor and report on financial affairs, and engage in policy development and oversee policy implementation relative to management functions.

After incurring losses for two consecutive years due to the poor performance of the mining sector, the Group² returned a pre-tax profit of 141.9 million Kwacha in 1984. The mining sector, hotels, energy, finance and commercial sectors achieved levels of profitability higher than those of the previous years.³ The slight improvements registered in 1984 were welcomed but in retrospect cannot be interpreted as the onset of any new performance trends. Economic forecasts point to a difficult transition period for the next few years. It is anticipated that during this period industries will have to scale back operations while some individual companies may cease to exist as a result of persistent deficits and constricting market opportunities.

¹ Non-member parastatals make up approximately 10 to 15 percent of the sector and are comprised primarily of statutory boards of an agriculture and commercial nature.

² ZIMCO membership stands at approximately 115 companies.

³ ZIMCO Annual Report and Financial Statement. Lusaka, 1984.

According to official pronouncements, the major goal of the group is the attainment of commercially sound and profitably run member firms. There is a general recognition that parastatals have been living beyond their means for some time and must realistically adapt to externally induced changes. Experiencing a fate similar to other sectors, parastatals must prepare for a future when they will have to run more efficient enterprises with fewer inputs.

These developments hold serious implications for human resource utilization. Although a gradual decline in the demand for manpower overall is already underway, the current level of demand for professional, managerial and technical personnel will be sustained indefinitely due to: the high number of vacancies that have accumulated because of an historical shortage of indigenous skilled manpower, the ongoing objective of replacing expatriates, and the outflow from the sector of trained Zambians. It is instructive that after having been inundated with complaints from public sector managers that parastatals are the precipitators of a "brain-drain" from the civil service, parastatal officials expressed the point of view that their sector is nothing more than a revolving door through which workers pass on the way to private businesses.

Because Zambianization is a basic goal of the group, human resource training and development have been accorded the highest priority. The sector's demand for critical skills is delineated in ZIMCO's comprehensive five year training plan.¹ Primary responsibility for the attainment of

¹ ZIMCO Zambianization Training Plan, Part I. Lusaka.

manpower goals is centralized in ZIMCO's manpower development unit which coordinates professional level training, identifies sources of external funding, screens candidates for training programs, aids in the design of in-country in-service skills upgrading projects and engages in all other actions deemed crucial to the development of efficient Zambian managed companies. Whereas each parastatal sponsors in-house training activities that may be uniquely responsive to its workplace needs, intra-sectoral training is frequently under the auspices of ZIM (Zambia Institute of Management).

Trained manpower shortages are critical. Degree-trained Zambians total 1.7 percent of the sector's labor force.¹ At the projected rate of skilled human resource output by local training institutions, parastatals anticipate unmet needs for an indeterminate number of years. 90 percent ZIMCO positions in accountancy and upper management are occupied by expatriates. These fields top the roster for skills training, followed closely by finance, general business administration, marketing and computer science.² There is an on-going interest in specialized short-term training in executive management development, institutional realignment, budgeting, marketing, product and new service feasibility studies, adapting to change and understanding the international commercial marketplace. With maximization of training resources a guiding objective, the parastatal sector is most desirous of expanding in-country training programs in the critical skills shortage areas.

¹ "Manpower Survey 1983," op.cit.

² ZIMCO Training Plan, op.cit.

C. THE PRIVATE SECTOR

Privately-owned firms employ 24 percent of the formal sector labor force.¹ Businesses comprising the private sector are of three types: large expatriate-controlled corporations, medium-scale manufacturing and retail outlets and countless small businesses. These categories are subjective and highly generalized. Since to date, a comprehensive business census has not been conducted, these conjectures are based on the best information and data available. The management of the private sector relies upon a sizeable pool of expatriate professional, managerial and technical personnel and a limited, but growing pool of trained Zambians. Of Zambian workers in the private sector, 1.1 percent have college degrees constituting a complement of about 680, and 800 Zambians (1.3 percent) have had non-university professional training.²

Expatriate-dominated businesses are mainly large-scale traders, construction companies and manufacturing subsidiaries of transnational corporations. They are heavily dependent on imported capital and raw materials and are controlled by and subject to external conditions. As major employers with strong capital bases and expertise, these companies are able to offer lucrative salaries and good benefit packages to new recruits. This advantage in the labor market has enabled them to successfully attract some of the most talented and best skilled Zambian manpower.

¹ The discussion which follows does not include small scale enterprises. There are almost 224,000 of these in rural areas and an estimated 120,000 in urban areas. These enterprises typically have less than six employees each, including owner operators. Milimo, op.cit.

² "Manpower Survey 1983," op.cit.

The middle segment of medium-sized businesses are owned and managed by non-indigenous Zambians primarily of Indian and Lebanese descent. Most of these firms are family-run operations that utilize mainly unskilled indigenous laborers. Coexisting with medium-sized firms and the conglomerates are Zambian-controlled businesses. The small indigenous private sector consists of holding companies for fledgling member firms; small traders, truckers and artisans; and a handful of small manufacturers and real estate owners.

The stature of the private sector has risen in importance during the last decade. Presently, private business has achieved a state of maturity in Zambia and its place is viewed as crucial to the nation's future development. The voice of private sector interests is ZINCOM (Zambian Industrial and Commercial Institution). Its membership consists of representative bodies of business and industry, such as Chambers of Commerce, trade associations, etc. Although still dominated by expatriate companies, ZINCOM exhibits signs of change. It now has its second Zambian Chairman and concerted efforts are underway to substantially increase Zambian participation.

ZINCOM is particularly concerned about the development and expansion of Zambian employment and businesses, and is a natural ally of HIRD and other donors who are seeking to encourage and support localization of the commercial market place. It is recommended that ZINCOM serve as one of the prime sources for communicating with the private sector. ZINCOM officials are eager to assist in the identification of Zambians who could benefit from, and are in want, of training. The trained manpower needs identified by the private

sector are similar to those of the parastatals and the government. The emphases or subdisciplines may differ, but accountancy and management are seen as the major deficiencies in the critical skills shortage areas.

ZINCOM's policy positions and programs are broad in scope and energetically promoted. ZINCOM has expressed interests in opening communication lines with UNZA in order to assist in the development of educational programs that are more relevant to the private sector. Also topping the agenda is the desire to strengthen its own institution so that it can more effectively extend training to its clientele, especially those indigenous entrepreneurs who constantly border on a fragile state of existence and to the many aspirants seeking to join the fold. The kind of non-degree training preferred is practical in nature and would include topics such as organizational management, business development for small businesses, employee selection and supervision, product and service marketing, how to start and capitalize new businesses, etc.

Two other organizations that support private sector development are: SIDO (Small Industries Development Organization) and VIS (Village Industry Service). They serve both urban and rural area clientele.¹ SIDO, a GRZ established and funded organization, has as its sole purpose the promotion of small businesses, including recommending industry-relevant public policies and initiating market research.² At this stage, SIDO concentrates on the provi-

¹ Baldwin, op.cit.; Milimo, op.cit.

² "Development of Small-Scale Industries in Zambia." Small Industries Development Organization (SIDO). Lusaka. 1982.

sion of operationally oriented technical advice, the training of individual entrepreneurs, and the procurement of funds, facilities and supplies for its clients.

SIDO extends assistance to businesses having capital assets not exceeding 250,000 Kwacha. This measurement guideline does not count the amount invested in land and buildings and working capital. In response to economic and environmental developments, SIDO has requested that the ceiling for client inclusion be raised to one-half million Kwacha.

VIS, a NGO (non-Government organization) that enjoys GRZ endorsement serves the truly small business person with assets of less than 15,000 Kwacha. Most of this group is composed of individual artisans in the rural areas. Two recent studies¹ contend that while there has been no overt discouragement of small enterprises, both urban and rural, there has been little overt encouragement. SIDO, the main institutional initiative of the GRZ, has been created in a policy environment which remains unfavorable. For realization of small business sector potential in the marketplace, entrepreneurial skills development is required for the rapid growth of labor-intensive small scale industries. Without significant improvements in the indigenous private sector skills base and business acumen, the long-term success of new production and private sector incentive policies will be jeopardized. The required developments are doubtful without appropriate levels of funding and a supportive policy framework.

¹ Baldwin. Milimo.

III. GRZ EMPLOYMENT POLICIES AND PRACTICES

The Public Service Tradition

The concept of public service dates back many millenia. From the earliest days of organized society a practice arose whereby a select few would step forward to assume responsibility for the affairs of a discernible group. The initial activities of the "caretakers" evolved from simple tasks of food gathering, protection of life and territory, and tax collection to the sophisticated and elaborate systems of management employed by modern nation states. There are an infinite number of variances in structure and in the quality of performance among members of the world community today. However, a commonality among all nations abides in the existence in each of a legally constituted body whose principal assignment is administration of the country's daily operations.

In Zambia the Public Service Commission (PSC) is empowered to act on behalf of the President of the Republic in all personnel matters pertaining to the public sector. The PSC has retained pertinent policy-making powers for itself, and has delegated authority for personnel policy/program implementation and daily administrative operations to the Personnel Division. Lodged in the Office of the Prime Minister (also known as Cabinet Office), Personnel's chief duties include determination of conditions for public service employment, recommending the establishment of posts, the design and maintenance of the hierarchial grading system, the selection, placement and oversight of employees, etc.

Evolution of the System

The present complement of civil servants surpasses 100,000 persons and accounts for the gainful employment of almost one-third of the formal sector. In comparison, the parastatals employ 44 percent and private sector 24 percent. The public service system is subdivided into four components: the Central Government, including the police, prisons and judiciary; local government, i.e., District Councils; education; and health sectors. The strength of each relative to the total number of employees in the economy is 11 percent, 7 percent, 10 percent and 4 percent respectively.¹

In the public sector expatriates constitute a mere 2 percent of the laborforce, but their numbers belie their importance. Because they are heavily concentrated in key professional and technical positions in the central government and teaching posts in the education sector, expatriates exercise a tremendous amount of influence and decision-making authority. The necessity of the expatriate presence is indisputable but their impact on the system is not calculable in precise terms.

The paucity of trained Zambians and the high number of vacant professional posts have combined over the years to produce a public service that even the GRZ readily acknowledges is not effectively and efficiently run. Immeasurable amounts of the nation's resources are thereby wasted. Less than maximum

¹ "Manpower Survey 1983," op.cit.

governmental performance may have attributed to the circumstance that hardly any public agencies are operating at full capacity. As a matter of record, it is not uncommon at any given point in time to find 20 to 50 percent of established posts vacant.

Another factor that has contributed to the deficiencies in the civil service system is the prevalent attitude from the founding days of the country that anyone can administer the affairs of government. Historically, the GRZ has neglected the development of administrative and management skills. Like other Third World countries, Zambia did not equate administration and management as professions comparable to other professions. As a result, many persons over the years, have been placed in professional and managerial positions without adequate knowledge, training and experience. Of late, the GRZ has begun to give considerable attention to the errors of past judgement but even with concerted effort the entrenched attitudes and inefficiencies will take time to correct.

Recruitment and Placement

The Government is committed to a policy of Zambianization and the upgrading of indigenous personnel in the critical skills shortage areas. Overall the expatriate presence has been reduced by more than half - from a high at independence of 32,000 to less than 15,000. Since 1976 expatriate numbers have been decreasing at a rate of two to three thousand per annum. The process has been especially effective in localizing administrative posts. On the other hand, finding trained Zambians to fill positions in the

professional and highly technical areas is a stubborn and on-going problem. An assessment of the current human resource base and the anticipated outputs of training institutions for the remainder of the decade point to the inevitable conclusion of an enduring dependence on expatriate technical manpower for some time to come.

The primary source of new recruits for the civil service is the University of Zambia, while NIPA (National Institute of Public Administration) serves as the principal tool for skills enhancement of persons already in the system. Additionally, active recruitment of expatriates for technically-oriented posts, such as accountants, planners, engineers, etc., continues.

The pool of UNZA graduates is unequivocally available due to the fact that most students are sponsored by the GRZ and are therefore bonded. The obligation to serve the Government correlates to the training period. UNZA is unable to produce skilled manpower in sufficient quantities in selected disciplines and none at all in others. The system though convenient, is not, in the short run, the complete answer to civil service supply requirements.

Annually, the recruits with backgrounds in the natural sciences, economics, financial management and other technical fields are immediately placed. The only disconcerting element, according to Personnel Division officials, is that the short supply of these types of candidates requires difficult decision-making as regards replacement in recipient agencies. With demand for technical posts far outstripping supply, highly subjective determinations are made about the governmental entities that receive priority consideration.

In any given year, more skilled manpower vacancies go wanting than can be filled. At the same time, tragically, growing numbers of liberal arts graduates are finding their way into a civil service file for unemployables. The frustrations arising from this dilemma and the obvious waste of resources are not easily ameliorated. Civil service recruiters have joined representatives from other major employers in charging that UNZA is not responsive to the needs of the country and in actuality is aggravating a skilled manpower shortage that is within its power to help resolve. The issues of educational planning and training responsibilities may be debatable, but what is not arguable is the fact that the nation's degree granting institution is consistently generating a skills supply that does not adequately match demand.

Prior to closing the discussion on public sector recruitment, it is important to point out that the Personnel Division of the GRZ plays a major role in the placement of manpower in parastatal organizations. Personnel, with its direct access because of the bonding system, actively distributes the new graduates between the civil service and parastatals. This method was devised to assure the nation of a fair dispersion of skills. The opinion was expressed that on the whole parastatals are very cooperative. On occasion the Personnel Division may not be informed about openings, but it was felt that such maneuverings were the exception rather than the rule.

Bonding

As previously noted the bonding procedures as prescribed by law require that persons receiving support for training enter into a formal agreement to

serve the government for the full period of training up to four years. Exceptions are granted subject to a case by case formal waiver application process. Some rulings release the bondee free and clear, while others may require payment in full from the bondee or a third party. There is no definitive policy on this issue and the approach has tended to be flexible.

The lack of a clear cut procedure for handling waiver requests probably contributes in no small degree to the debate raging within government on this matter. There are those who wish to adhere rigidly to the terms of the bond and who express the point of view that restitution should always be made or punitive action taken, while others take the lenient stance that release from bonding obligations is not a real loss to the government since the person who received the training has potential alternative employment, and therefore the nation will still be the beneficiary. This debate applies primarily to pre-service bonding requirements. The attitude toward the bonding of officers for in-service training is generally adhered to more strictly.

Transfers and Promotion Practices

Civil service policy permits the rotation of civil servants between posts within a Ministry or public agency. The Personnel Division attempts to monitor transfers and has the authority to overrule an internal transfer if it believes that the move imposes hardships on an employee or is unnecessarily punitive or wasteful, etc. All inter-agency transfers, however, must come to Personnel for approval. It was stated that Personnel is making a concerted

effort to minimize employee rotation but that some transfers will always be necessary as a result of the natural outgrowth of human differences, the need to rotate skilled manpower among the high vacancies of professional posts, promotions, etc.

While conceding the validity for the accommodation of certain transfers, it is recommended that an investigation into policies and practices governing employee transfers be undertaken. Despite statements to the contrary, the appearance is quite strong that rotation is at times random and that inadequate consideration is taken of employee talent, prior training and interests. The implications for morale and human and financial resource utilization are great.

Another matter that could stand further scrutiny is the relationship between incentives for training and promotion opportunities. Although training does not automatically result in a promotion, it may give one an advantage over other candidates when credentials are evaluated for that purpose. A more concrete incentive recently introduced into the system is the granting of financial increments upon the successful completion of advanced degrees and specifically-delineated types of in-service training programs. This improvement has been widely applauded and rightfully so. It is now essential that this change become a part of a broader network of employee incentives.

The civil service relies on the National Institute of Public Administration for most of its locally conducted in-service training activities. The training abroad of civil servants is handled by the

Directorate. Requests continue to be initiated by employees' organizations but processing and the final selection are responsibilities of DMDT. The centralization of the coordination of external post-graduate and non-degree training in the Directorate has significantly aided in the more equitable distribution of training funds, but its separation from other personnel functions creates anomalies in the work environment by encouraging the evaluation of training in isolation rather than as an integral dimension of career planning and development.

Retention

The public sector losses of trained manpower to parastatals and privately-owned firms is at a rate high enough to constitute a serious "brain-drain" which if not effectively stemmed could conceivably contribute to a crisis in civil service management. Curiously, public officials seem to accept the outward movement of skills with resignation. They view it as a natural phenomenon attributable to the poor conditions of service associated with public sector employment. The line of reasoning for limited action is that since government salaries and fringe benefits will indefinitely lag behind the other sectors, time and energy should be sparsely expended on any retention-directed issues. Departures of professionals, it is proferred, will slow down naturally, once parastatals and private companies are saturated with skilled manpower. Material rewards are unquestionably important but to presume that they are of merit to the exclusion of all other variables is to invite systemic inaction and administrative paralysis.

Acceptance of the assumption that professionals are merely passing through the public sector on their way to higher ground has become so entrenched that it greatly retards endeavors to create rational employment policies and practices that foster retention and career expectations. The net effect is that the citizenry will not be able to look to government service as a viable and attractive career option until there are structural changes in the system accompanied by appropriate attitudinal changes among management.

Future Outlook

Low morale has been a constant in the public service for a long time. A brighter outlook is not hovering on the horizon. The dominant position at the moment is that the uncertainty of the economy puts such intangible issues as employee morale and job satisfaction beyond reach. Attention is riveted on the new issue of "pruning". The civil service is consumed by discussions of how to slim down the public sector. Time will determine whether a meaningful reduction will be accomplished, and if so, will it be done without further diminishing the quality of service.

An on-going national priority is the improvement of human resources in the critical skills shortage areas. HIRD and other donor projects that support training will assist immensely in this regard in the short-run. On the other hand, the GRZ has proclaimed the attainment of greater efficiency in the management of the economy and the delivery of public services as a long-term objective. Analysis of the elements of such a monumental task is beyond the scope of this study. An exhaustive examination of the system is required and

long overdue. The issues identified herein are an attempt to highlight areas for early intervention.

It is recommended that under the HIRD project:

- All placement and transfer policies are examined, especially for impact on skills utilization and employee morale.
- Job audits are initiated systemwide in order to effectively reconcile actual duties performed with job descriptions, organizational and national goals and objectives.
- The review of civil service remuneration continue and that administrative and professional salary scales be re-assessed. The current discrepancies between the two inhibit the professionalization of the management of the public sector.
- In-service and pre-service bonding procedures be clarified and applied with more objectivity and specificity.
- Measures are developed to assist public officials to cope with change and shrinking resources, motivate employees, and raise levels of communication and standards of performance.

IV. HUMAN RESOURCE TRAINING

Colonialism did not serve Zambia well in terms of the training of high-level skilled manpower; nor facilitate the transition to sovereignty through the provision of any other special human resource preparations. At independence, the country had approximately 1,200 secondary school certificate holders and only 108 university graduates.¹ Consequently, the reins of government and the economy were passed to a scant few indigenous personnel with degrees, and thousands of skilled expatriates who were strategically-distributed system-wide. The majority of the senior positions in the public service were initially assumed by persons who had neither time, opportunity or resources to acquire appropriate training and experience. The sheer magnitude of skilled manpower deficiencies was destined to have significant and protracted ramifications.

Since education can only be acquired incrementally, Zambia's economic growth and institutional maturity are still constrained, after only two decades of nationhood, by the limited availability of properly-trained indigenous manpower. As of 1983, employees in the formal sector labor force in the four major provinces² slightly exceeded 250,000. Of this number 2.1 percent were college graduates and 4.4 percent had non-university professional

¹ Third National Development Plan, Annual Plan 1983. NCDP. Lusaka.

² The provincial breakdown reveals a concentration of employees in the Copperbelt and Lusaka: Central 7.6 percent, Copperbelt 49.3, Lusaka 30.0 and Southern 13.1.

education. Among the group of degree-holding Zambian employees, about three thousand have baccalaureates and the remaining an assortment of post-graduate degrees and diplomas.¹ Skewed by tradition and regional cultural patterns, men account for 84 percent of the degrees.

Employees with college degrees comprise 2.7 percent of the public sector workforce, 1.7 percent of parastatals and 1.1 percent of private sector firms.² Viewed from this perspective, the enduring magnitude of the impediments to be overcome are readily apparent.

At the present, the lack of adequate numbers of skilled manpower contributes to the existence of management inefficiencies and waste at all organizational levels cross-sectorally. The Government is looking anew at its training capabilities and has expressed a determination to tackle this ongoing problem. The institutions that shoulder the responsibility for developing indigenous talent and for translating the nation's aspirations and goals into effective policies and efficiently-run programs are: the University of Zambia, the sole in-country degree granting body; and the National Institute of Public Administration, a public sector in-service training institution. Because the outputs of these organs of human resource training directly impact development, they are targeted for institutional strengthening. An assessment of their performance and needs are presented below.

¹ Ibid.

² "Manpower Survey 1983," op.cit.

A. NATIONAL INSTITUTE OF PUBLIC ADMINISTRATION (NIPA)

Background

From the outset of nationhood, the leadership of Zambia has acknowledged the value of in-service training for the human resource cadre that tends the machinery of government. NIPA, housed in the Personnel Division in the Office of the Prime Minister, has primary responsibility for on-the-job training of indigenous governmental personnel. The institution's mandate is to increase the effectiveness of the service delivery system of the public sector.

As the main manpower development vehicle of the CKZ, NIPA provides low level clerical, management and accountancy training, as well as administrative, managerial and accountancy training for middle to senior rank public officials. The principal mode of instruction employed for the enhancement of efficiency and organizational skills is an array of specially-designed workshops, seminars, certificate and diploma programs from one week to one year in duration. The course offerings annually total thousands of hours of training and involve hundreds of civil servants. The outreach of NIPA is such that for those employees in the critical skills shortage areas who maintain continuous service for more than one year the probability is great that they will be recipients of NIPA's training activities during the course of their tenure. Since parastatals also make extensive use of NIPA's facilities, the institution's training touches a significant segment of professional manpower in the formal sector.

The overall training program at NIPA is designed to impart information and upgrade the skills of Zambia's civil servants.

Its thrusts are directed toward the resolution of problems and performance deficiencies in government agencies and support in the workplace for public policies and new programmatic initiatives. A heightened awareness of the necessity to greatly improve the nation's management of its material and human resources is reflected in the introduction within the past year of diploma programs in public administration and personnel management for upper echelon public sector administrators and technicians, and increased solicitation of external assistance for staff and program enrichment.

NIPA has three permanent training sites. The majority of the administrative and professional level training sessions are routinely conducted at the Lusaka campus. This site can accommodate 300 resident participants in its on-campus hostels while concurrently serving approximately 1000 non-resident day enrollees. Increasingly, NIPA holds selected workshops for senior managers at off-site locations outside of Lusaka in the belief that they provide a better learning environment. These seminars which are generally organized around the resolution of particular job-related problems and the introduction of new management techniques are occasionally donor-sponsored and run by invited international experts. They have come to serve as a vital link in the enhancement of staff and clientele development.

Institutional Evaluation

Institutional capability and the quality of instruction at NIPA have not been consistent over time. Our findings coincide with that of other donors and assessment studies on the subject of managerial and technical level training. The consensus is that a high degree of competency, efficiency and creativity have never been attained. Because of NIPA's pivotal public sector labor force development role, the impact of its less than adequate training effectiveness is pervasive.

The one area of certainty evident throughout the operating life of NIPA is the presence of dedicated and committed administrative and training staff members. The yeoman personal efforts put forth by many individuals have, however, simply been thwarted by the impingement of elements beyond the institution's control. A perpetual and fundamental difficulty facing NIPA is the dichotomy between the charge ascribed to it for the promotion of governmental efficiency and the lack of adequate financial and human resources necessary for the accomplishment of this vital task. The net effect is that NIPA's endeavors to realize its potential have fallen short of established goals. The outcome is that a superior manpower training program remains to be accomplished.

Among the many operational problems plaguing NIPA, foremost is the lack of development of a core staff of experienced instructors. Administrative and teaching personnel are civil servants assigned to NIPA without benefit of any preparatory training to acquaint them with the unique demands of an

educational environment that must simultaneously address academic and practical job-related concerns. As a result, staff is ill-equipped to fully appreciate systemic change, organizational dynamics, and the need for research that produces innovative action-oriented, Zambian workplace-based teaching materials, courses and strategies. Circumstances are further compounded by civil service employment practices that appear to take insufficient consideration of the programming ramifications that flow from personnel selection, placement and rotation. Currently, additional strains are being experienced by NIPA because of the exodus of lecturers who are leaving for more lucrative offers in parastatal and private organizations.

Another factor which undermines NIPA's training capacity is its grossly inadequate supply of reference materials and teaching aids. The shortage of foreign exchange throughout most of this decade has prevented NIPA from making any meaningful purchases of books and publications for more than five years. The few relevant library holdings are therefore out-dated. The greatest number of volumes on the partially-empty shelves are law books - a remnant of colonial interests and the institution's initial, but subsequently abandoned, emphasis on legal training.

Charting a New Course

Over the years, a trend evolved by which NIPA devoted the greatest share of its resources to low level clerical training. In recent times a more balanced approach to the fulfillment of its obligations has been achieved.

Significantly this shift to a greater emphasis on managerial level training seems to be gradually stimulating a more favorable attitude toward NIPA among professionals system-wide. Likewise, improved recruitment criteria for lecturer selection is helping the institution to shed its past reputation as a dumping ground for public personnel failures. These evolving developments are welcomed by all.

With the rapid changes being induced by the machinations of the economy and the increasing demands for all Zambian institutions to obtain higher standards of efficiency from ever constricting resources, the call for NIPA's manpower training services will continue to rise substantially throughout the foreseeable future. Of necessity, a greater reliance is being placed on in-country training institutions. In charting a new, more cost-effective course for the nation, the strengthening of NIPA's training capabilities is paramount. Zambia's human resource development needs require a vital, modern, and responsive public sector in-service training mechanism.

NIPA's deficiencies, though glaring, are correctable if an appropriate mix of public policy, program design and financial support are forthcoming from a combination of domestic and international sources. Importantly, NIPA has a structure and system in place upon which to build. The proposed recommendations which center on institutional development, instructional staff enhancement and the creation of a research component are illustrative. They are not intended to be exhaustive, but are indicative of the areas that are suggested for priority consideration. The factors contributing to persistent

institutional weaknesses are numerous, complex and occasionally elusive. Exhaustive analysis by an independent body of NIPA's resources, role and performance are clearly a requisite for proper planning to meet future demand.

NIPA - Recommendations

- A. Commodity Support. Material support is essential for augmenting the library and strengthening the quality of instruction. A portion of any available donor funds for institution-building should be reserved for the purchase of textbooks, reference materials, instructional aids and equipment.

- B. Staff Development. NIPA's capacity for upgrading manpower in the critical skills shortage areas would be immensely expanded if lecturers are able to secure training in the fields enumerated.
 - 1. Long-term Degree Training Disciplines
 - Public Administration
 - Organization/Personnel Management
 - Development Management
 - Economics
 - Public Finance
 - Accounting
 - Manpower Development/Training/Planning

2. Short-term U.S. and Third Country Training

-- Academic/Formal Training Fields

- Public Policy Analysis
- Organizational Dynamics
- Institutional Management
- Modern Instructional Techniques
- Curriculum and Case Study Development
- Research Methodologies
- Project Design, Implementation and Evaluation
- Accounts Management/Budgeting
- Planning
- Human Resource Training: Trends and Approaches

-- Non-Academic

- . Link the lecturers with relevant external institutions for observation of proper program development, implementation, techniques and strategies; interaction with colleagues with comparable responsibilities; exposure to state-of-the-art teaching modes, etc.

C. Technical Assistance/Training In-Country. The utilization of in-country technical assistance to support the design of training activities as listed below would maximize benefits by spreading the effects of training to staff and large numbers of professional and managerial personnel.

-- Training-of-trainers

- Evaluation of curricula, library and instruction

- Development of Zambia-based case studies

- Formulation of workshops for staff and client groups in:
 - Organizational management/dynamics
 - Supervision; Decision-Making; Delegation of Authority
 - Financial Management
 - Planning, Budgeting and Accounts Administration
 - Employment practices: recruitment, placement, rotation and retention
 - Employee motivational techniques
 - Public policy analysis
 - Project design, implementation and evaluation
 - Effective management techniques for coordination and resource allocation
 - Correspondence and report writing

- Development of measures/strategies to facilitate:
 - Intra-agency, inter-agency and cross-sectoral communications
 - Education of the populace to the importance of policy and programmatic public support
 - Coping with change
 - Reconciliation of organizational objectives, national goals and personnel aspirations
 - The establishment of an applied research unit capable of developing African-based case studies and other education and training materials.

B. UNIVERSITY OF ZAMBIA

Within a year after independence, the decision was made to establish the University of Zambia (UNZA) and the faculty was opened the following year (1966) with 312 students. ¹UNZA has grown steadily in offerings and enrollment. The student population which expanded rapidly during the 1970's from 1230 to 3900 slowed its rate of increase in the past four years. The present student count is 4500. Women, historically underrepresented, are less than a fifth of total enrollment. To-date, 7936 degrees, diplomas and certificates have been awarded, 712 of this output occurring in 1984. The achievement of building a university in twenty years is clearly impressive.

The Faculty

Full-time faculty numbered 436 as of December 1984, with perhaps 5 percent on research appointments. All have advanced degrees.

According to the data released by the university, UNZA by world standards has a favorable faculty/student ratio. On a full-time basis the ratio is 8.7:1. With the inclusion of part-time faculty and part-time and correspondence students, the official ratio is still only registered at 10.2:1. These statistics, however, are not easily reconcilable with the complaints about heavy teaching loads and large classes. First year classes in the critical skills fields often climb as high as 300. By year two the

¹ This and subsequent university figures are from the Planning Office and Staff Development Office of the University of Zambia. Lusaka.

drop may descend to 150 and below. Part of the explanation for this anomaly is: ratios vary greatly by school and sometimes department; advanced undergraduate and graduate courses are generally small, theoretically, offsetting large introductory ones. Large courses also have tutorials. All of these elements have merit but none is sufficient to account for the discrepancy. The Staff Development Program at UNZA is noteworthy. Although it includes training of secretaries and technicians at the certificate and diploma level, its primary thrust is in terms of academic appointments. The program is well thought out and is accompanied by careful staff planning.

The program has two objectives: (1) the replacement of expatriate staff with Zambians, (2) improving the academic qualifications of Zambian staff. In pursuit of the first objective Special Development Fellowships (SDF) are awarded to UNZA graduates to enter a master's program. Studies are normally undertaken at UNZA in areas where a master's degree is awarded. The fellow is bonded to join the faculty on completion of the degree.

Considerable progress has been made in Zambianization, with Zambians occupying 65 percent of establishment posts. Among departments, there is, however, considerable variation. It should also be noted that total Zambianization is not a goal, since visiting appointments are seen as a source of academic stimulation.

Upgrading of staff is achieved through Special Research Fellowships (SRF). Recipients are already faculty members who are selected to earn a

Ph.D. Presently there are 201 SDFs and SRFs. While some external funding is available, austerity in the UNZA budget limits the rate of staff developments.

Quality of Material Support

The physical plant of the main campus, which accommodates the vast majority of students, is imposing. At the same time, severe weakness of other types of support seriously erode the quality of instruction. This is most clear regarding prescribed reading materials.

Students are provided allowances for the purchase of texts. The fact that allowances do not cover all purchases is less serious than the fact that in many cases texts are not available. The shortage of foreign exchange has severely restricted the university's ability to purchase books for distribution. A similarly dismal picture is presented by the library. Many books are old, while others are inappropriate. Recent budgetary stringency has brought new library book purchases nearly to a trickle, and journal subscriptions have been disrupted. The latest acquisitions have depended on donations and the arrival of materials from international organizations such as the UN and World Bank.

Critical Areas

In connection with the HIRD project the critical manpower areas have been identified as: statistics, computer science, economics, administration,

business and accountancy. Within UNZA, these are located in the Departments of Mathematics, Business and Economics, Politics and Administrative Studies, Accountancy and Finance (Ndola) and Business Administration (Ndola).

Mathematics¹

Course offerings in statistics and in computer science are within the Department of Mathematics. On a departmental basis, there are 11 faculty members with an additional five SRF's studying abroad. Of the 110 undergraduate majors, most have a strong interest in computer science and/or in statistics, although course offerings in these areas are presently limited. Six or seven majors are women.

The department is aggressively building its capacity in statistics, with the goal of offering it as an area of concentration. Four undergraduate courses are given while a fifth course has been approved. A 12 unit graduate course has also been approved.

Since staff are not in place, the success of the building of statistical capabilities depends in large part on staff development. Presently, the department has one statistician. One SRF is studying abroad in statistics, while two more are in the SDF program and for whom the department is searching for funding for further study. HIRD is slated to provide an external expert thereby assisting with a major priority. Equipment such as calculators for labs, are in critically short supply.

¹ All subsequent Departmental Data are from interviews with faculty members from their respective departments.

The department is augmenting its program in computer science. Expansion beyond the present three courses awaits the return of two SRF's who are studying abroad. Since one computer is now used by 25 students in one class, additional material support is clearly required. Moreover, the present capacity of the computer center precludes instructional use.

Mathematics has no formal placement service. It does, however, receive inquiries and has a fairly clear idea of the market. There is a buoyant demand for UNZA graduates in mathematics with sub-fields in statistics and computer science. All indicators point to an increasing demand for them in the next five to ten years. Virtually all such graduates have gone to the private sector since they are able to outbid the other sectors. In the case of the mines, there is annually an unmet demand. Because of the dearth of skilled manpower even graduates in "pure math" have easily found positions.

Business and Economics

Offerings in economics include 13 undergraduate courses (two of which are not taught this year) and 11 graduate courses. These constitute both in number and their mix, reasonably complete programs. In business only three courses are offered. Economics is a popular area of study and has the largest enrollment of the Humanities and Social Sciences. Majors for each year of study typically number 40 - 50 with women representing about a quarter of them.

There are ten faculty members presently in residence, seven of whom are Zambians. To meet immediate needs, two faculty are seconded from other departments. As with most other departments, staff development is a priority. Four faculty are presently studying abroad while four others have been nominated as SRF's.

The Department in addition to its own instruction is actively involved in service programs. These include assistance to the Commonwealth Youth Programme, the provision of examiners for a Namibian training programme, short courses and seminars through Department of Extension Studies and Conferences and a course taught at Bank of Zambia. Such service activities make effective use of economists who are in short supply.

Professional growth is seen as a critical need, especially in keeping abreast of current developments in economics. Important journal subscriptions have been suspended, while the small departmental library was donated by a visiting professor. The material support component of HIRDMAX assist in relieving the shortage of economic literature. The faculty needs strengthening in quantitative methods and would profit by in-service training in this area.

Many graduates are absorbed into government, e.g., NCDP and Agriculture. Recently, however, government has not had positions for all the economic degree holders seeking them. Banks have begun hiring graduates in larger numbers. Although many graduates are employed by parastatals, demand has slackened substantially. The mining sector is another source of employment.

Public Administration (PA)

The degree program in Public Administration is located within the Department of Political and Administrative Studies (PAS). Seven courses are presently taught in this area.

Public Administration is one of the two most popular areas within Humanities and Social Sciences. The program is quite selective, accepting 29 out of this year's 67 applicants. In terms of staffing, public administration is somewhat unique. Of the five faculty all are Zambian and all have Ph.D's. Consequently there are no SDFs nor SRFs. Two of the faculty are currently doing research and teaching abroad with external funding, activities which should enrich UNZA upon their return.

Additional faculty could be utilized in reducing class size and teaching load. PA courses typically have 50 to 100 students. On a material support level, PA shares the concern of others over the quality of the library. The limited and dated collection hampers instruction as well as the faculty's ability to keep abreast of literature.

Public Administration is also atypical in that all faculty are involved in public service. Examples include advisors to political leadership who work with NIPA and with Management Services Board. This path between PA and other institutions runs both ways. The department commonly sponsors lectures by public officials and utilizes part-time (adjunct) faculty to teach in specific areas of expertise, e.g., the management of public enterprise.

Public administration has commonly been seen by students as an entry to high level posts. In the past most entered government service, often as executive officers, while others joined parastatals, frequently in the area of personnel. When a "sellers market" existed, students knew before graduation where they would be employed. As the demand for non-technical skills drops PA graduates are having increasing difficulty finding employment. In this regard, a student's marketability can be enhanced through choosing minors in fields such as economics.

School of Business and Industrial Studies

The Ndola school opened to students in 1978-1979 offering Bachelor degrees in Business Administration and in Accountancy. Enrollment as of December 1984 stood at 420, 79 of whom were women. At that time, 91 degrees had been awarded in business and 239 in accountancy. Forty-one courses are offered at the temporary campus for Ndola, of which seven are in economics and one in data-processing with the balance in accountancy and business administration.

A faculty shortage and issues related to the quality of instruction have been sufficiently critical to provoke a student strike in the past year. Accountancy has three faculty, one of whom is Zambian. In the pipe line are three SDF's and one SRF. Meanwhile the gravity of the situation has been somewhat relieved by two faculty provided by EEC and a Fullbright Fellow. Accountancy also utilizes three part-time lecturers.

Shortages in Business Administration are not as serious with 14 faculty - six of whom are Zambian, supplemented by two part-time lecturers. Three SRF's are presently abroad while five SDF's are working towards master's degrees.

Location of Business and Industrial Studies (BIS)

The decision to locate BIS at Ndola was, in part, based on projected UNZA enrollment of 8,000 which was thought to exceed feasible capacity at Lusaka. This projection now seems improbable given the GRZ's stringent financial situation and that foreseeable requirements of UNZA graduates can be met with a much smaller enrollment.

The feasibility of locating BIS at Lusaka should be investigated. Possible benefits include (1) better utilization of faculty by eliminating parallel course work, (2) increased availability of BIS courses to non-majors as well as the availability of non-BIS courses to BIS majors, e.g., data processing, (3) better utilization of physical plant and non-instructional personnel, (4) avoidance of the possible sense of intellectual and geographical isolation of specialized instruction on a small campus.

Placement Services

UNZA at present provides no organized placement assistance to graduates. Previously, students automatically moved into government service after graduation because of bonding obligations; thus, there was little need for placement. Currently, not all graduates obtain employment in the short run

(education majors being a significant exception). Placement services could reduce this wastage of expensive human capital.

A placement service could also provide feedback for planning at UNZA. Presently, planning appears to be somewhat adhoc. Placement information could be used to control the excess supply of certain types of skills.¹ Several possible policy instruments can be envisaged, (1) school and department funding could be established in line with the demand for graduates in these areas and (2) government bursaries could be awarded by subject areas, and only to the extent that those skills are in demand.

External Relations

One of UNZA's charges is public service. The relatively huge stock of high level skills at UNZA should be made more generally available to the public and private sectors. One avenue for institutionalizing this process could be the establishment of a consulting arm at UNZA with legal authority to provide services on a fee basis. Many public agencies have major needs for in-service training which could be provided by UNZA while feasibility studies could be marketed to the private sector. Moreover, the provision of services could include regional work outside of Zambia as well as contract work for bodies such as the Africa Development Bank.

¹ Considered here are only UNZA policies as they relate to economic development. Higher education, of course, has more facets than economics, and policy would also take account of social, cultural and political dimensions.

Another possibility would be to combine formal instruction at UNZA with in-service training elsewhere. For example, a course on planning might be provided for NCDP staff, or one in data-processing for CSO - both of which have unmet training needs. Reciprocally, NCDP and DMDT are agencies which should maintain formal relations with UNZA in the area of manpower planning.

Contact with the larger society could be expanded through internship programs between the third and fourth years of study. This would enrich the student and enable him/her to explore the interplay between general principles and concepts and practical experience. Sponsors could use the opportunity to identify prospective employees who might be expected to be more productive employees as a result of their internship experience. Incidentally, ZINCOM has responded to this possibility positively.

Faculty Quality

Several possibilities exist for maintaining and expanding the intellectual horizons of established faculty. A faculty exchange could be established with SADCC (Southern Africa Development Coordination Conference) institutions. Properly implemented, each major department could have continuously, a visiting professor in residence.

At another level, individual departments at UNZA should be encouraged to take the lead in the formation of professional societies. Membership should extend beyond the academic community so that the exchange of ideas bridges the theoretical to the applied.

At present, donor support for UNZA has been aimed at upgrading the degree qualifications of Zambian faculty, both by providing training abroad and by the provision of replacement faculty for Zambians undertaking further studies. This type of assistance should not be terminated when UNZA acquires a full complement of advanced degree holders. Instead, it could be redirected to provide for ongoing exchange. In redefining such assistance donors should consider exchanges on a shorter term basis.

Material Support

The inadequacy of the library and the supply of text books diminishes the quality of education. No matter how capable a lecturer may be, a student will learn little without proper books. Prospective donors especially should become aware of the problem so that while providing temporary faculty, they can also make certain a material component is included. Otherwise, they may as well send a carpenter without a hammer.

Bonding

Upon admission, students are eligible for a government grant and the majority are sponsored by government bursaries (66.5 percent of 1979-80 graduates according to a Tracer project survey). The balance is funded by parastatals and donor agencies. In practice, the bonding obligation is more moral than legal since violations are sometimes overlooked. Procedures should be examined to see if they can be made more effective. There are several reasons to suggest an evaluation.

The GRZ's fiscal situation will be difficult for the foreseeable future. Therefore, cost recovery is particularly important, whether the recovery is in service or financial. There is also a humanistic argument. The education of UNZA students is for the most part paid for those less privileged and any failure to repay the obligation to society would increase social and economic inequality.

There is also reason to believe that buying out the bond, in order to avoid the required service, understates the opportunity costs to government. Hence, the following adjustments might be considered. First, reimbursement could be based on replacement rather than the original cost of the education. Secondly, an economic case can be made for charging interest on the original expenditure.

The Quest for Institutional Accountability

A globally accepted role of colleges and universities is to educate the local populace. But a question not easily answered is - educate to what end? Zambia, with its limited supply of skilled manpower, is like most of Sub-Saharan Africa in that it finds itself at a critical juncture on the development spectrum. The matter of human resource training demands careful and all-encompassing deliberations because any actions taken today or decisions not to act will dramatically affect the country's future, i.e., economic viability and quality of life of the citizenry.

With all due respect for the rights of academic freedom, there are times in the life of every educational institution when re-evaluation of one's mission is deemed essential. Productive longevity is possible only if training organizations are responsive to conditions in the external environment. In this regard, one of the major issues confronting UNZA is whether it should have the luxury of training at will, or whether there is an institutional obligation to meet more effectively Zambia's rapidly growing management and technical needs, especially in the critical skills shortage areas.

The outcries springing forth from beyond university walls and cited extensively in this report, are increasingly of one voice in their call for revisions in curricula. Our findings lend credence to the request for adjustments in selected programs. High on the list of recommendations for change are UNZA's need to:

- o establish open lines of communications with major employers in the public, parastatal and private sectors;
- o develop curricula that achieve a greater balance between the theoretical and the practical;
- o demonstrate more concern about the employability of graduates, and
- o create comprehensive manpower development and training policies.

His Excellency President Kenneth Kaunda on the occasion of the latest commencement ceremony added his eminent voice to the chorus. Dr. Kaunda informed the new graduates that by virtue of their level of education, which is achievable in Zambia by so few, they have the potential to become the key manpower of the nation's institutional and industrial complexes, and, therefore, are obligated to engage in practical application rather than abstract theorizing.

Taking the philosophical issue of educational responsibility a step further, the Minister of Higher Education recently called on UNZA "to establish a think-tank to examine the relevance of some courses it offers in order to avoid producing so many graduates who end up jobless and are of little value to society at a time when skilled manpower is in painfully short supply." Conversely, the demand for trained persons is great and apparently not diminishing due to the policy of Zambianization, organizational growth, natural attrition, replacement requirements and chronically vacant established professional and technical posts. If training resources are properly directed every single graduate for years to come could be assured of employment and would have an opportunity to contribute to national development and personal self-esteem. The issue is joined - UNZA must decide how it will expend the country's precious scarce resources and responsibly determine to whom it is accountable.

V. PROJECTED POOL OF CANDIDATES FOR TRAINING

The potential pool of candidates¹ for external and in-country training is the total number of Zambians employed by organizations in the public, parastatal and private sectors in professional, technical, administrative and managerial level positions. According to available data this number approaches 40,000. The actual number of qualified candidates eligible for consideration for various categories of training in the critical skills shortage areas is substantially less.

The candidate pool for long-term post-graduate training is limited to the approximately 5,000 degree-holding Zambians gainfully employed in the economy. Reductions are realized by the non-eligibility of employees already studying abroad (this number on average is roughly 600 annually) and by those holding special professional licenses and diplomas or in non-relevant fields. By the process of deduction, supported by demand registered by DMDT's training survey, the pool of qualified candidates for post-graduate training is probably around 2,000. Of this number, less than the total are in the critical skills shortage areas. The figure may be further reduced depending upon the academic promise of the candidates put forward. Detailed information has already been compiled on most of these potential candidates and will be readily available to the HIRD selection committee through the following sources: DMDT Training Survey 1984, ZIMCO's Training Plan for Zambianization, ZINCOM, SIDO and the training plans of individual organizations in the three sectors.

¹ Data sources for training projections include: Manpower Survey 1983, UNZA, NCDP, DMDT, CSO, GRZ-Personnel Division and ZIMCO.

Demand across sectors for master's level training is greatest for accountancy and management and their sub-disciplines, followed by applied economics. The other critical skills shortage areas for which demand is high are business administration, especially finance, applied statistics and computer science. The areas of emphasis within each field will vary according to the end-users.

Cross-sectoral demand is examined in the body of the text, the four key public institutions cited below are illustrative. Although the pool of persons eligible for in-country training will probably be less than the quoted 40,000, it will be substantially greater than the long-term candidate pool. The number could conceivably include a majority of this labor force segment. A plan for short-term in-country training will have to await the implementation of HIRD. The selection of candidates for in-country training will, of necessity, have to post-date the design of specialized sectoral training programs and activities.

National Commission for Development Planning (NCDP)

NCDP has 36 first degree holders who will be nominated for foreign training at the master's level as scholarships become available. Although no use is made of the Master's programs at UNZA, this avenue should be explored. An appropriate UNZA program would be cost-effective and could also be pursued on a part-time basis. Moreover, the research component of the degree could conceivably be coordinated with NCDP organizational needs.

The most pressing needs are for M.A.'s in economics. Within that discipline, first priority should be given to a manpower economist, since the Department of Manpower Planning and Research has no one in that area. Any training in economics should stress quantitative methods. Other desirable sub-disciplines would include planning, project analysis and agriculture. At least one sociologist and one applied statistician should also be considered for advanced training.

Since requirements for in-service training are ongoing, the process should be institutionalized. In-house courses could be provided under the HIRD project with manpower and statistics receiving early attention. Alternatively, NCDP might take advantage of UNZA offerings. Other in-country institutions generally do not include the subject areas appropriate to NCDP needs.

Central Statistical Office (CSO)

Statisticians are a major need at CSO. At the professional level, six out of 13 posts are unfilled. CSO has a well-thought-out program of instruction which is intertwined with employment. Noted above is a sequence of two courses given at CSO, followed by a Diploma program in Dar es Salaam and a first degree at Makerere.¹ The most immediate need in maintaining this sequence is for trainers for in-house instruction.

¹ There is some question about the immediate future of the quality of the programs at Makerere due to Uganda's deteriorating economy.

CSO has identified 89 staff for foreign training during 1985-1989. Although the plan proposes students in demography, topography and computer science, 63 of the 89 are nominated to study statistics. Where a sub-discipline is specified, economic statistics is a major priority. Most nominees are for first degrees and master's programs, although Ph.D. and diploma programs are included.

There is also a need to upgrade mid-level staff through in-service training. Proposed areas of instruction are table preparation, statistical procedures and report writing. Implementation must await the acquisition of additional instructors.

CSO continues to enjoy material and personnel support from the U.S. Bureau of the Census. Annually, selected CSO employees attend short-term specialized training courses at Bureau headquarters in Washington, D.C. The U.S. Census Bureau while assisting in the enhancement of manpower skills suggested in a recent study of CSO's training program that too much emphasis is placed on the acquisition of degrees. The report further stated that in its view some staff members were being over-trained. It recommended that CSO devote more attention to providing greater numbers of employees with basic statistical skills and on-the-job training.

University of Zambia (UNZA)

It will be recalled that UNZA's program for staff development involves two levels. Staff Development Fellows (SDF) pursue a master's program at UNZA,

upon completion of which, they receive a faculty appointment. They then become nominees as Special Research Fellows (SRF) to study abroad for the Ph.D. Following are the departments which teach critical skills together with the number of nominees for study abroad:

Mathematics	2 in statistics
Economics	4
Political and Administrative Studies	0
Accountancy and Finance	3
Business Administration	5

While studying for the Ph.D., SRF's have a good deal of latitude in selecting their program. Hence, it is difficult in identifying sub-disciplines.

National Institute for Public Administration (NIPA)

Staff development at NIPA is a major weakness. Although most of the approximately 60 lecturers hold degrees, their academic training is frequently not congruent with their teaching duties. Moreover, lecturers do not go through any special preparation before assuming their duties at NIPA.

NIPA has not developed a long-term training plan. It is clear, however, that post-graduate degree training is required in:

Public Administration
Development Management
Economics
Public Finance
Accountancy
Manpower
Organization/Personnel Management

Several areas for short-term training have been identified. As cited above staff should be exposed to institutions similar to NIPA for short periods to observe methods and exchange views. In-country NIPA requires technical assistance for the training of trainers. This could include workshops in areas of management, administration, policy analysis, correspondence and report writing.

VI ANNEXES

A. TECHNICAL ANALYSIS

Economic Conditions

By virtually all economic indicators, Zambia has confronted difficult material conditions over the past decade. Gross Domestic Product (GDP) fell 8.6 percent from 1977 to 1984. Decline in per capita terms has been an even more precipitous 25.9 percent, reflecting a fertility rate of 7.2 percent and a population growth rate of 3.1 percent per annum - figures which are particularly high by world standards.

Increases in electrical output have been dramatic, reflecting Kariba and other projects. The physical outputs of other industries have been generally in decline since 1973 - minerals, for example, by 15.6 percent, and manufacturing by five percent. These declines obviously have their analog in material welfare. In 1983, wage employment was below the 1972 level and real wages had declined.¹

External Factors

As is commonly the case elsewhere, economic performance in Zambia has both external and internal roots. Petroleum shocks of 1974 and 1979 left their mark. The 1979 petroleum price increase was particularly damaging. The 1973-1974 shock occurred against a backdrop of a buoyant copper market which cushioned the oil price increase. But with copper prices declining by almost half in real terms in the second part of the decade, Zambia was ill-prepared to finance an increased petroleum bill. The shocks of the 1970's were followed by the recession of the early 1980's in industrial countries and debt-imposed contractions in major Latin American countries which dimmed export prospects in Africa.²

Restrictive fiscal and monetary policies in Europe and Japan continue to impact on Zambia. Although recent U.S. recovery is good news, the policy mix on which it is based raises other problems for debtor countries.

¹ Monthly Digest, CSO, op. cit.

² Ibid.

The cumulative effect of the external economic environment finds expression in declining terms of trade. Had these terms not deteriorated, Zambia would not have sustained the rate of decline in GDP noted above.

Internal Factors

One can identify, in retrospect, internal policies in Zambia which contributed to the current state of affairs. Government has been slow to adjust its approach to the new world reality. It has now concluded that there was an over-reliance on copper and that extractive policies were inappropriate. Had the present stress on agricultural development come sooner, the impact of external shocks could have been potentially ameliorated. In addition, Zambia development plans have been excessively ambitious, with projects exceeding the institutional and human resource base largely neglected during the colonial period. In turn, frequent poor financial performance of new projects has been a drain on government resources and has contributed to government deficits in its recurrent budget.

Government accounts have run a deficit every year since 1977. In addition to fueling inflation, this state of affairs restricts the financing of new programs which could improve economic conditions. Hence, we see a vicious cycle of events which will likely require both wise internal policies and external assistance if the cycle is to be broken.

The above conditions are functionally related to another fundamental problem - balance of payments¹ which have run a deficit each year since 1980.

¹ Government deficits are an element of dissaving. A saving deficit relative to investment is identical to the deficit on current account in the balance of payments.

In 1983, the current account deficit was K319.8 million, which was equivalent to 27.9 percent of merchandise exports. The overall balance of payments deficit was much less (K137.2 million) reflecting a substantial inflow of grants and long-term loans.¹ It is worth noting that this foreign assistance is of the same order of magnitude as the outflow of profits from foreign investment.

Over time, current account deficits and associated loans have placed Zambia in a difficult debt position with a five-fold increase in external debt since 1975. Public debt stood at \$2,635,000 in 1983 and debt service in 1983 was equivalent to 11.6 percent of exports.² While not high by world standards, this service figure does not include arrears and IMF repayments.

These figures understate the problem. First, most of these loans are non-commercial and cannot be renegotiated³ in terms of maturity and interest rates. Secondly, short-run growth prospects for Zambia are not good. Hence, it is unlikely that the burden can be decreased in the immediate future by "outgrowing" the debt. In the meantime, new debt is being contracted.

Current GRZ Policy

The Zambian Government is making strenuous efforts to deal with the problems over which they exercise control. Most noteworthy is the foreign

¹ Monthly Digest, CSO, op. cit.

² "Country Economic Memorandum," World Bank, Lusaka, Zambia, 1984.

³ Multilateral agencies such as the World Bank and IMF as well as many bilateral agencies, do not, in principle, renegotiate assistance loans.

exchange (forex) auction. In brief, the auction system permits importers to bid for foreign exchange to cover the purchase of foreign commodities. The establishment of a forex market has, as was expected, led to substantial declines in the price of the Kwacha. The immediate impact will be to (1) correct the balance of payments problem and (2) worsen material conditions in Zambia.

Over the longer run the system should bring concrete benefits. Enterprises operating at a fraction of capacity because of shortage of imported inputs should become more efficient producers. At the same time, exports and import substitutes will be stimulated.

The auction system is congruent with the GRZ development strategy.¹ Guidelines for the Fourth National Development Plan (FNDP) place primary emphasis on balance of payments via expanding non-copper exports and import substitution. Associated with this thrust is structural readjustment through policy reform. Although new projects are proposed, emphasis is on an improved utilization as opposed to large capital expenditures.

The Need for Foreign Assistance

Any dramatic improvement in the world economy is unlikely. Therefore, difficult economic times with political ramifications can be anticipated. By implication, foreign assistance will be critical for the success of present

¹ Planning in an open economy must rely on indicative plans - the formulation of projections, scenarios, targets, and priorities. Obviously, any planned budget must be adjusted when the projections on which they are based are off the mark, as was the case in the Third National Development Plan.

strategy. In the short run, financial support will be necessary to cover the transition in the forex market. Over the longer run, GRZ cannot alone generate the technical and administrative skills as well as the institutional infrastructure upon which policy realignment depends.

B. LIST OF PERSONS INTERVIEWED

Public Sector

Mr. John A. Patterson	Director, AID/Zambia
Mr. Fred Perry	General Development Officer, AID/Zambia
Ms. Marcia Ellis	Human Resources Officer, AID/Zambia
Dr. James Snell	Economist, AID/Zambia
Mr. L. Pompa	Desk Officer, Southern Africa, AID/Washington
Dr. Cynthia Perry	Chief, Human Resources and Development, Africa Bureau, AID/Washington
Mrs. Harriett McGuire	Cultural Affairs Officer, USIS, Lusaka
Mr. J. M. Mtonga	Permanent Secretary, National Commission for Development Planning

Mr. W. Lufafa Senior Under Secretary, National
Commission for Development Planning

Mr. A. S. Bwalya Manpower Development Officer,
National Commission for Development
Planning

Mr. D. Musenge Director, Manpower Planning and
Research, National Commission for
Development Planning

Mr. R. Chipoma Development Planner, Manpower
Planning and Research, National
Commission for Development Planning

Ms. M. Makubani Development Planner, Manpower
Planning and Research, National
Commission for Development Planning

Ms. C. Mhawa Development Planner, Manpower
Planning and Research, National
Commission for Development Planning

Mr. John M. Mulenga Administration, National Commission
for Development Planning

Mr. G. Sicilima	Acting Director, Central Statistics Office, NCDP
Mr. B. Demissie	Director, Data Processing, Statistics Office, NCDP
Dr. S. K. Gaisie	Demographer, Central Statistics Office, NCDP
Mr. M. S. Sichalwe	Director of Training, Zambia Institute of Mass Communication (ZAMCOM)
Mr. Mukela	Under Secretary, Ministry of Education
Ms. S. Bucoma	Manpower Development Officer, Ministry of Education
Mr. P. Milimo	Ministry of Education
Mr. K. Ngwira	Chief of Training, Directorate of Manpower Development and Training

Mr. Lukele Training Officer, Directorate of
Manpower Development and Training

Mr. J. Smith Manpower Advisor, Directorate of
Manpower Development and Training

Mr. G. A. Phiri Director, Manpower Development
and Training, Bank of Zambia

Mr. B. P. Muwovo Director, Administration and
Personnel, Bank of Zambia

Dr. G. Ng'andwe Director, Small Industries
Development Organization

Mr. M. Muliwana Senior Project Officer, Small
Industries Development Organization

Mr. Mufwaya Under Secretary for Industry,
Ministry of Commerce and Industry

Mr. P. A. Siwo Director, Budget Bureau, Ministry of
Finance

Mr. Chiro Chief Economist, Budget Bureau,
Ministry of Finance

Mr. J. Mwansa Economist, Budget Bureau, Ministry
of Finance

Mr. L. Daka Under Secretary, Personnel
Division

Mr. Mulenga Personnel Division

Mr. Chinsamba Assistant Secretary for
Administration, Ministry of Tourism

Mrs. C. C. Wakunuma Acting Principal, Ministry of
Tourism

Mr. Chitangala Labor Commissioner, Ministry of
Labor and Social Services

Mr. Makasanga Ministry of Labor and Social
Services

Mr. Mulemena Principal, National Institute
of Public Administration

Mr. Zulu	Executive Training Department, National Institute of Public Administration
Mr. U. Mbanefo	Regional Representative, World Bank, Lusaka
Mr. M. Colliou Office,	Deputy Division Chief, Eastern Africa Regional World Bank, Washington
Mr. J. Segerstrom	Technical Educator, EAPED, World Bank, Washington
Mrs. R. Mapoma	Chairman, Village Industry Service
Dr. B. F. Mweene	Deputy Vice Chancellor, UNZA
Mr. R. C. Mulenga	Planning Officer, UNZA
Mr. R. M. Chiyanika	Staff Development Officer, UNZA
Dr. Lungu	Chairperson, Mathematics, UNZA
Dr. G. S. Maipose	Chairperson, Political and Administrative Studies, UNZA

Dr. C. M. Fundanga Chairperson, Economics; UNZA

Ms. M. Makayi Assistant Librarian, UNZA

Dr. R. Bardouille Senior Research Fellow, Manpower
Research Unit, UNZA

Present and Former
Students UNZA

The Private Sector

Mr. A. Kashita Executive Chairman, Zambia Industrial
and Commercial Institution (ZINCOM)

Mr. G. Mulenga General Manager, Mazembe Tractor
Company Limited

Mr. G. K. Groome Commercial Director, K. B. Davies
and Company (Zambia) Limited

Mr. Kambina Manager for Administration,
Woodgate Holdings

Entrepreneur Tower Soap Manufacturing Company,
Lusaka

Entrepreneur Midlande Shoe Manufacturer, Matero

The Parastatal Sector

Mrs. S. Siwela Acting Executive Assistant for
Administration, Zambia Industrial and
Mining Corporation Limited (ZIMCO)

Mr. Syacika Manpower Training Officer, Zambia
Industrial and Mining Corporation
Limited (ZIMCO)

Mr. Chibasa Production Manager, Zambia Seed
Company Limited

Mr. John Pope Corporate Planning, Zambia
Consolidated Copper Mines (ZCCM)

Dr. Koloko Director, Corporation Planning,
Zambia Consolidated Copper Mines
(ZCCM)