

**MANPOWER FOR
RURAL
DEVELOPMENT IN
MALAWI:
AN INTEGRATED
APPROACH TO
CAPACITY-
BUILDING**

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PREFACE

The purpose of this consultant service provided by Development Alternatives, Inc., is to examine ongoing manpower development activities in Malawi, identify needs for non-formal training, and make recommendations which can serve as the basis for developing a project paper which will respond to these needs. To accomplish this, Dr. George Honadle spent three weeks in Malawi travelling to rural areas, meeting with rural development training personnel, observing facilities in all three regions of the country, interviewing officials in Lilongwe, and meeting with the staff of the University and Polytechnic in Blantyre and Zomba.

During this period, numerous people provided invaluable assistance and insights. Vivian Anderson, Director of the U. S. AID office in Lilongwe, encouraged the writer to "be creative," to see what is happening in the field and to respond to the need for building human resources at all levels. Her encouragement was most welcome. A. K. Phiri, M. Kuntiule and H. Ng'ombe of the Division of Personnel and Training, Office of the President and Cabinet, provided constant support for the effort. In fact, Mr. Ng'ombe sacrificed his Independence weekend to travel over 1,000 miles through rural areas. His dedication is especially appreciated.

Additionally, numerous central and field staff in the various ministries, projects and donor agencies gave their time and energy. The assistance of all of the above is gratefully acknowledged; however, the conclusions and recommendations in this report are those of the consultant alone.

SUMMARY OF A CAPACITY-BUILDING PROPOSAL

The project proposed in this report focuses on three groups of people: rural villagers in need of craft or business skills; field-level rural development oriented civil servants in need of practical training; and high-level civil servants in need of post-graduate education. It is directed also toward increasing the capability of the Government of Malawi to manage and develop its personnel and toward increasing the capability of the University of Malawi to conduct applied research which contributes to the process of rural development.

Common failings of manpower training programs are that: standardized overseas training is usually irrelevant to the circumstances in developing countries; pre-packaged in-country training is often no more useful; graduate training in narrow technical fields is wasted when participants are transferred to unrelated positions; skill training for villagers does not lead to self-sustaining development because training institutions focus only on supply and they neglect the demand for goods and services; and, when individual skills are emphasized and institutional capabilities ignored, impact is often diffused and very short-term.

To overcome these failings and to pursue a path appropriate to Malawi, the proposed project emphasizes the use of short-term technical assistance to provide custom-tailored activities to increase capabilities within the three target groups and two institutional settings. A limited amount of graduate education is supported and equipment is provided. The cost of the five-year effort is approximately \$8.2 million.

BACKGROUND

Malawi is a predominantly rural country. Nearly 90 percent of the population is engaged in agriculture. As a result, rural development is a primary social and economic objective of the Government of Malawi. Thus, any program directed toward manpower development must also be concerned with the human resource dimension of rural agricultural development activities.

Moreover, successful human resource development implies a self-sustaining ability to generate creative responses to new situations rather than the endless replication of standard "solutions" for "standard" problems. Thus, a major component of sound manpower development programs must be building local capacity to plan and implement innovative approaches to rural problems.

Furthermore, rural development is not a sectoral activity -- Health, Agriculture, Labour, Community Development, Education and many other Ministries have important direct contributions to make to the rural development process. Thus, manpower development should follow a path of integrated, multi-sectoral, capacity-building activity which includes the systematic management and training of Government personnel.

This report presents a preliminary outline of such a program. This background section briefly introduces rural

development approaches and manpower planning practices in Malawi. It also discusses both the approach used to collect data and the organization of the report.

Rural Development in Malawi

The Government is the primary actor in rural development in Malawi, with the Ministry of Agriculture and Natural Resources taking the lead role. Agricultural development activities receive a major portion of the national budget and a high priority for training and donor assistance. Public investment in the agricultural sector focuses mainly on the 88 percent of the agricultural population engaged in smallholder farming, as opposed to the 12 percent working on estates.

A policy has been followed of keeping public salaries low and basing raises on increases in productivity. Although this has given private employers a competitive edge, it has also minimized the rural/urban wage differential and resulted in a lower rate of village to town population flow than is commonly found in African countries.

The Malawian rural development strategy is an "integrated" one. That is, the efforts of the various Ministries are seen as complementary, all focusing on rural improvement. For example, agriculture occupies a prominent position in the curriculum of primary schools. The amount of interministerial cooperation is unusually high, ranging from the use of common

facilities at the district level to programs initiated by one Ministry and extended by another Ministry at the national level.

In addition to a centralized, integrated emphasis with a high level of decisionmaking authority residing in the Office of the President and Cabinet, rural development in Malawi is characterized by two particular activities:

- The extension of high-priority integrated rural development (IRD) projects into agricultural development divisions (ADDs); and
- The establishment of Rural Growth Centres in areas without IRD schemes.

Some of Malawi's IRD schemes, such as the Karonga Rural Development Project and the Lilongwe Land Development Programme, are well-known in the international development community.^{1/} The other two projects, at Salima (the Lakeshore Project) and in the Lower Shire River Valley, are less well known. With the recent establishment of the National Rural Development Programme (NRDP), the country has been divided into eight Agricultural Development Divisions.^{2/} Four of those divisions are

^{1/} See Uma Lele, Design for Rural Development: Lessons from Africa, Baltimore: John Hopkins University Press, 1975.

^{2/} National Rural Development Programme: Policies, Strategy and General Features, Zomba: M. G. Printing Office, 1978.

essentially the result of expanding the IRD projects into wider areas and establishing the project management units as permanent administrative mechanisms.

Three of the ADDs without the benefit of IRD projects will receive another, but much smaller, special investment in support of rural improvement. This is called a Rural Growth Centre.

Rural Growth Centres are small planned communities. Each one includes a community hall, dispensary, school, market and post office, along with staff housing and commercial/residential/governmental zoning.

Each of the three administrative regions of the country (Northern, Central, Southern) will have one Rural Growth Centre located in an isolated area lacking a major development investment. The objective is for each center to act as a magnet by providing amenities in an otherwise isolated region. Since individual ministries and parastatals will also station personnel there (and supplement the original investment by the Development Division of the Office of the President and Cabinet), these "growth poles" should attain a critical mass and spread development benefits to areas presently outside the mainstream.

District Development Committees (DDCs) also plan an important role. Each DDC is headed by the respective District Commissioner and composed of the District Head of each ministry, the traditional authorities (Chiefs) and political leaders.

The DDCs are the focal point for community action and self-help schemes.

This disussion describes some basic themes in Malawi's approach to rural development. Present activity, however, is occuring in increasingly uncertain and difficult circumstances. Plummeting tobacco prices and soaring oil costs have affected terms of trade, resulting in rising inflation, slowed growth and a shortage of foreign exchange and credit at the same time. The rising level of Lake Malawi has destroyed prime agricultural land and disrupted the tourist industry. Moreover, foreign donors are anticipating decreasing aid levels in the coming decade and the Government of Malawi is faced with the recurrent cost and revenue implications of development loans which have been fully disbursed. This, then, is the background to the manpower situation.

Manpower in Malawi

A comprehensive survey of manpower needs and expected shortfalls and surpluses is soon to be completed. However, it was not available during the writing of this report. Thus, this section is limited to some general comments based on observation, interviews and other written materials.1/

1/ For example, see B. E. Cracknell and others, Malawi Manpower Review 1980, London: Overseas Development Administration, 1980.

The public sector manpower picture is dominated by a shortage of trained and skilled personnel. This, combined with a policy that educational qualifications take precedence over nationality has resulted in three conditions. First, many positions are filled by expatriate operational experts (OPEX).1/ Second, many established positions are unfilled.2/ And third, qualified and capable Malawians shift around fairly rapidly so that vacancies are constantly redistributed. This third condition is especially evident at the higher levels of the hierarchy requiring a Bachelor's degree or above.

The Office of the President and Cabinet also plays a major role in public personnel management. The Personnel and Training Division must approve nominations for overseas training and transfers between ministries. Additionally, individual ministries and the Staff Training College at Mpemba conduct in-service and induction programs and foreign donors provide long- and short-term training assistance.

The private sector manpower picture is less clear. Individual employers provide some training for their employees, but

1/ For example, British financed personnel through their Overseas Service Aid Scheme (OSAS) and British Expatriate Supplementation Scheme (BESS) totalled 558 people in 1979.

2/ In 1979, there were 5,101 established positions in the Technical and Superscale range. Malawians held 3,592 posts (70 percent), expatriates filled 677 (13 percent) and 832 (16 percent) were vacant.

scholarships for degree study are available only through either Government employment or non-employer assistance such as church sponsorship.

Lack of adequate skills also characterizes employer views of available manpower. There is virtually no unemployment among graduates of secondary school. This is facilitated by the Ministry of Labour's Appointments Bureau (an ILO-assisted activity which has been operating since 1972) and its provision of a free location service for both employers and employees, as well as vocational guidance to secondary schools. Craft and technical skill training is available through the Polytechnic and numerous small government-sponsored or PVO-assisted skill training programs are available.

In addition, three other items characterize the private sector picture. First, large numbers of Malawians are employed outside Malawi and many of them are skilled. For example, capable farm managers often leave Malawian estates and go to Zambia to collect higher wages. Second, there is a two-way flow between the public and private sectors in Malawi. Although the most noted direction of that flow is toward the higher salaries on the private side, the availability of scholarships through public employment has brought some younger skilled people into the Civil Service. Third, the ability to absorb over 100,000 wage earners formally employed in South Africa without any noticeable increase in unemployment

suggests that demand for basic skills currently exceeds the supply in the private labor market.

Although these brief comments are no substitute for a comprehensive survey, they do illustrate some trends and factors that relate to appropriate USAID assistance for human resource development in Malawi. This brings us to the approach used to collect data for this report.

Approach of This Report

The information contained in this report was obtained through both group and individual interviews, through field observation, and by reading published documents. Data collection occurred over a period of approximately two weeks. The exercise thus qualifies as a rapid reconnaissance survey.^{1/}

The field visits followed a procedure of paying a courtesy call on the District Commissioner and then proceeding to Ministry and Project Field Offices in the District. In selected locations, job applicants registered for work and employment vacancies registered by employers were examined. The months of July 1979 and February 1980 were chosen to represent recent high and low demand periods.

^{1/} See George Honadle, "Rapid Reconnaissance Approaches to Organizational Analysis for Development Administration." IRD Working Paper No. 1. prepared for the United States Agency for International Development. Washington, D. C.: Development Alternatives, Inc., 1979.

Interviews followed an open-ended format beginning with an overview of the purpose of the visit and proceeding to focus on accomplishments and constraints. Some of the findings of these interviews have already been mentioned. The remaining findings are presented in the next section organized under village, in-service and formal training and personnel management headings.

The final section of the report builds upon both the general background and the specific findings by setting forth conclusions and recommendations in the form of weaknesses in observed practices, the need for capacity-building and a preliminary project proposal.

FINDINGS

This section organizes and presents the findings which emerged from the trips, interviews and review of documents. Only items directly relevant to the proposed capacity-building project are noted. Furthermore, the findings are organized under four headings which reflect the focus of the proposal Villager Training, In-Service Training, Formal Training and Personnel Management.

Villager Training

Various residential farmer training centers were visited to determine their degree of actual utilization and the amount

of slack time which might be used by a new program. The conclusions fall into two categories -- slack time and constraints on use.

As regards slack time, we found most training centers were nearly fully utilized. For example, Baka Training Centre in Karonga was actually used 158 days in 1979. Although at first glance this does not appear to be full use, in fact it is very high. Nearly all rural villagers are farmers who must spend time in the fields during certain critical periods. Thus, farmer training cannot occur during the four-month period from November to February. When this time is subtracted from the year, only 35 weeks remain. If a five-day work week is used as the basis for calculation, there are 175 usable days in the year. Daka is thus utilized 90 percent of the time.

Other residential training centers followed similar scheduling and use patterns. In fact, Chitala Farm Institute in Salima was more than 100 percent utilized during the eight-month training period. This appeared in the records because -- in addition to full use of the two classrooms -- the dining hall often served as a lecture hall. Additionally, some classes were held outside. As a result, the total number of class hours divided by the number of facilities reached nearly 150 percent for 1979. Although Chitala was exceptional, the reconnaissance suggested that residential training centers have little slack time which might be used for village training.

No contradictory evidence emerged from examination of records or discussions at four other locations, in addition to Baka and Chitala.^{1/}

Besides the two constraints on use noted above -- seasonal demands on farmers and classroom facilities -- there are others. Weather, transportation, fuel availability and maintenance needs also limit use. Additionally, the need for marketing time in July and the fact that each new course competes for the time of a limited number of local leaders further constrains village training.

This last factor is especially important. Although there is cooperation among ministries in the use of limited facilities, there is also competition among the various courses to get the same village leaders involved. Thus, many constraints are external to the facilities themselves and they will not be removed by just building new classrooms or centers.^{2/}

There are also a number of programs providing craft and artisan training to villagers. For example, A UNDP supported effort in the Ministry of Labour is focusing on entrepreneurial

^{1/} An alternative facility -- the community halls of the Rural Growth Centres -- offer high possibilities, however.

^{2/} It must be added, however, that the great use made of these centers suggests that the investments made in them have certainly not been wasted.

training. A metalwork training activity is expected to begin this month. Future and ongoing work under this program includes skill surveys, labor turnover studies and tracer surveys of apprenticeship schemes.

Other innovative approaches to entrepreneurial training, such as mobile units, are being explored by the Traders Trust/ Partnership For Productivity in Blantyre. More advanced training in technical areas, such as engineering, is provided at the Polytechnic.

A weakness in many village-oriented programs, however, is represented by an experience of the Malindi Rural Centre. A carpentry workshop had to close down because it was not able to become self-sufficient. The cost of producing chairs, for example, was more than the price people were willing to pay. Additionally, the time and travel required to find buyers made the operation less economical. This example illustrates a gap common to most manpower training efforts which are presently providing craft skills -- all energy is devoted to supplying skills and no resources are used to determine the actual demand for the goods and services produced.

In-Service Training

Most Malawi Government personnel at Technical Assistant or higher grades have access to in-service training programs. This ranges from short-term trips to overseas locations to a

few days at a nearby training center. The amount of staff training for personnel of the Lilongwe Land Development Programme, for example, is impressive.^{1/} In-service training obviously receives a high priority.

Although the attempt to upgrade staff and not waste facilities is commendable, interviews with people who have attended short-term training and discussions with the supervisors of those people suggest some common weaknesses. First, although trips overseas are nice, the training received is often useless in the field. It is also expensive. Second, to attend such courses, staff often must leave their posts at inappropriate times. Third, standardized courses which are offered at in-country facilities are commonly no more relevant than those offered overseas. And fourth, the chance to travel overseas without the opportunity to obtain an educational qualification, such as a degree or diploma, has lost its attraction and no longer provides much of an incentive to many civil servants. In sum, most present short-term training is irrelevant, expensive, costly in terms of time away from the job, and no longer seen as a motivating force. Thus, the time is ripe for developing some alternative approaches to human resource development in the Civil Service.

^{1/} One opportunity, however, is nearing the end of its funding. A donor-assisted course on "Agricultural Extension Supervision" offered in Malawi by the University of Reading will be presented for the final time this month.

Formal Training

Degree-level formal education occupies a prominent position in the portfolios of many donors. For example, the United Kingdom sponsored approximately 160 people in 1978-79.

Given the number of vacancies and expatriate-filled slots in the Civil Service, formal training should continue to play an important role. Furthermore, as has been noted, scholarship opportunities do provide an incentive for employment in the public sector.

However, the cost of supporting one participant for one year of university training in the United States is skyrocketing. The total cost of providing one person with a two-year Masters Degree is nearly \$40,000. Clearly, then, the effectiveness of this type of training must be weighed against the potential costs and benefits of educational alternatives.^{1/}

Additionally, there is also the question of what type of degree training should be provided. Although requiring scholarship recipients to spend five years in government service after

^{1/} See Ronald Dore, The Diploma Disease, London: Penguin, 1976. Also see, Cole Brembeck and Timothy Thompson, New Strategies for Educational Development: The Cross-Cultural Search for Non-Formal Alternatives, Lexington: D. C. Heath, 1973; and Philip Coombs and Manzoor Ahmed, Attacking Rural Poverty: How Non-Formal Education Can Help, Baltimore: Johns Hopkins University Press, 1974.

training will limit the flow of returnees out of the public sector, the high rate of lateral and vertical motion of people within the Civil Service is likely to continue. As a result, the most effective areas for university study may be those providing general management, planning and analytical skills rather than training in narrow, program-specific areas. This is especially true if the purpose of that study is to enhance the manpower planning and management process.

The question remains, however, as to the relevance of much European and American university and technical education to the needs of Malawi. For example, courses in conducting a census or analyzing data often are based on experiences and assumptions which cannot be transferred to data-scarce agrarian environments where human skills are oriented toward different values and survival needs.^{1/} Nevertheless, people continue to be sent for such training. A major reason why this practice endures is probably that it is simply less work than developing appropriate instruction. A combination of the administrative ease of sending participants to the Metropole and the mental inertia which accompanies the endless repetition of "packaged" seminars reinforces inappropriate training, even when it is recognized as such.

^{1/} For reflections on approaches to data collection, see Bryant Kears, (ed.), Field Data Collection in the Social Sciences: Experience in Africa and The Middle East, New York: Agricultural Development Council, 1976.

As the cost of university education in the United States and Europe continues to escalate at an increasing rate, however, the cost of participant training will become prohibitive. Thus, alternatives such as building capacity within the University of Malawi may become more attractive. In fact, a recently established Centre for Social Research at Chancellor College, University of Malawi, offers some potential in this regard.

Personnel Management

In-service training and formal education scholarships are central to staff development of public sector personnel in Malawi. If a coherent emphasis on manpower training is to have any long-term impact, it must coincide with a strengthened personnel management process. This fact is recognized within the Office of the President and Cabinet (OPC). The development of a personnel management information system is at a pilot stage. It is being implemented initially within the Ministry of Social Welfare to test its usefulness. Much more work needs to be done, however. Until decisionmakers can be provided with accurate data about transfers, promotion rates, skill needs, staff development and performance, it is unrealistic to expect them to make decisions or develop manpower programs based on more than intuition or informed guesswork.

Although the Personnel Management and Training section has only recently been staffed itself, it is involved in the IBRD-assisted manpower survey now in the final writing stage. Within the OPC, then, there is a focal point for the integration of general economy-wide, multi-sectoral manpower policy studies with a more specific public sector personnel management information system.

CONCLUSIONS AND RECOMMENDATIONS

This final section builds on the contents of the background and findings by focusing on weaknesses and gaps in the present manpower development situation, emphasizing the need for a capacity-building priority, and presenting the initial outline of a program for pursuing an integrated strategy of human resource development.

Weaknesses and Gaps

There are two major weaknesses in ongoing manpower development activities: a lack of attention to the demand for the goods and services made possible by skill training, and a dependence on pre-packaged, standardized training programs for public sector personnel. Each of these is discussed below.

If skill training is to be of economic value it must respond to the existent demand for goods and services. For

a manpower development program to work there must be mechanisms available to estimate that demand. For example, if local blacksmiths are to be trained and/or equipped, there should be some assurance that the hoe blades, knives and axes that they will make will also be purchased. A simple check of the turnover of such items in local stores, the relative prices and useful lives of locally-made versus store-bought products, and people's preferences could suggest the level of demand. Once demand has been appraised, factors such as raw material sources and market channels could be identified.

Given an objective of providing gainful employment in rural areas, rather than just responding to needs of urban employers, another consideration appears. Rather than simply employing an outside expert to survey the situation, it would be preferable to train Community Development workers or District Development Committees to conduct their own surveys. Thus, an effective manpower training program for rural development in Malawi should provide for demand studies and underwrite efforts to conduct them in ways which support local capacity-building.

The second weakness is the emphasis on packaged lectures and workshops for in-service training. The word "workshop" itself often describes a standardized package of lectures and exercises that is carried from place-to-place and performed time-after-time in approximately the same manner. The weaknesses of a "canned" approach include the following:

- An assumption that standard solutions are available and that knowledge of those solutions will solve problems;
- A belief that classroom training is adequate to improve organizational behavior; and
- A willingness to accept the data provided by outsiders as more useful for resolving implementation difficulties than the data held by those directly involved in the process.

However, recent experience with manpower training in Jamaica presents an alternative to the normal workshop/classroom format.^{1/} Since the objective of the training was to develop the ability of staff to solve their own real problems, rather than either providing solutions to present situations or practicing techniques on hypothetical examples, a standardized workshop approach was not used. Instead, an attempt was made to respond to staff definitions of issues and to create an environment where mutual learning could occur. This was accomplished in the following way:

- One week prior to the workshop was spent interviewing staff and identifying issues and events that provided insights about implementation dynamics.
- The interview results were used to categorize issues that the workshop might address and to design the first day of the workshop.

^{1/} George Honadle, Thomas Armor, Jerry VanSant and Paul Crawford, Implementing Capacity-Building in Jamaica: Field Experience in Human Resource Development, Washington, D.C.: Development Alternatives, Inc. 1980.

- The morning of the first day was used to generate, from the participants, specific problems under each issue category.
- These problems were then used as examples for the application of techniques and as a data base for selecting the skills to be addressed in the remainder of the workshop.

Thus, the exercises were based on actual situations, they involved project staff in the generation of plans for their own action, and they focused on raising the ability of people to deal with new conditions as they arise. Figure 1 depicts the decision tree used in the Jamaica workshops.

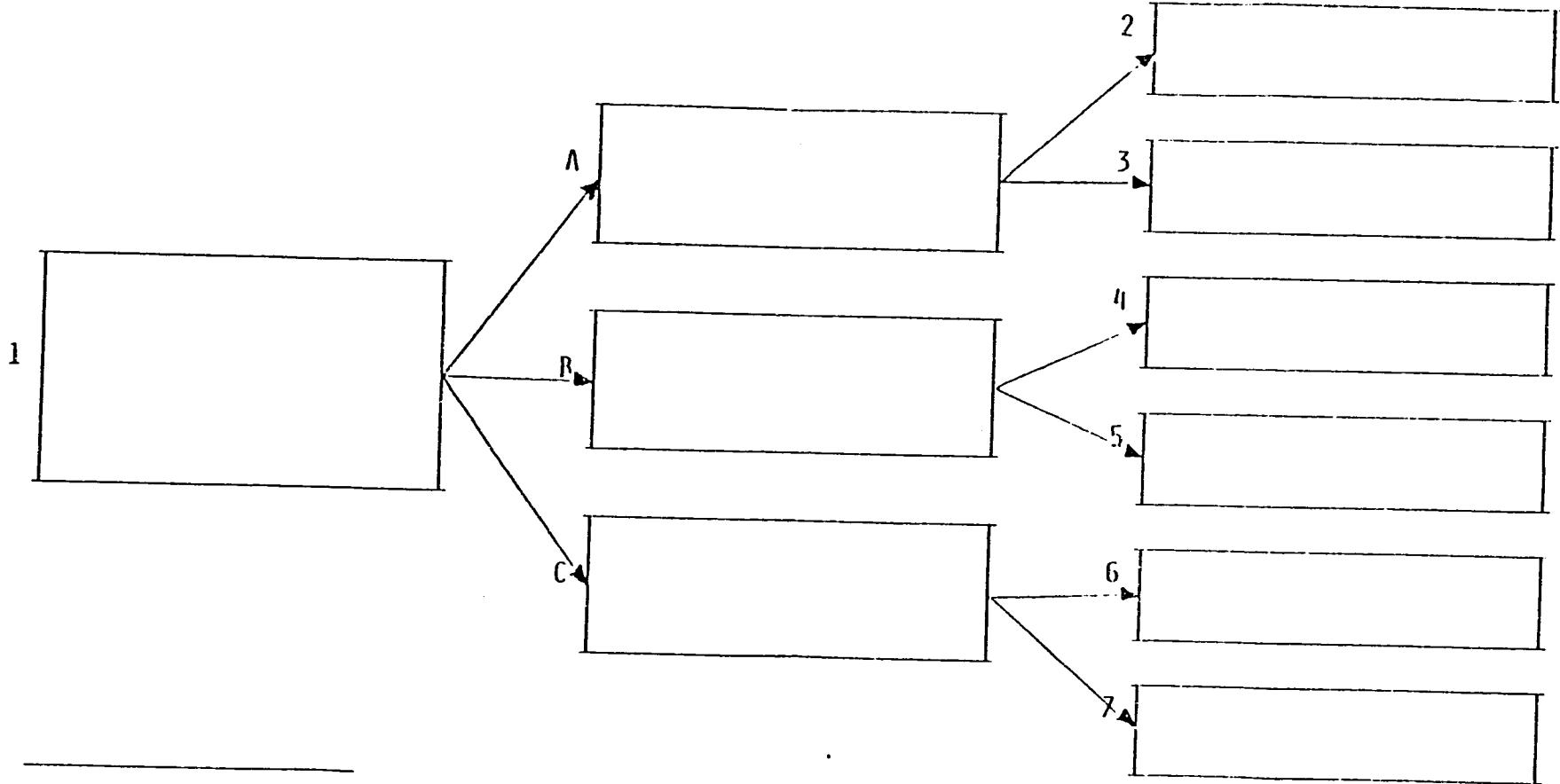
Not only may such custom-tailored approaches have more direct effect on the practice of rural development, they may also be cheaper than participant training in the United States. For example, it costs approximately \$4,000 to send one person from Malawi to attend a two-week course in the United States. It is not hard to show that someone could be brought to Malawi to design and give a tailor-made course for a lower cost per participant.

Suppose that, instead of sending people to Washington to attend a workshop sponsored by the United States Bureau of Labor Statistics, it was decided to bring a university faculty member to Malawi to design a special course on data collection and analysis. Assume that the professor would spend a summer break (3 months) in Malawi and offer a two-week course during the final month. At \$12,000 per month, it would cost \$36,000. If an additional \$14,000 were spent to pay for the professor's family to come along, the total cost would be \$50,000.

ORIGINAL PROBLEM

DECISION TREE
ALTERNATIVE SOLUTIONS

NEW PROBLEMS



SOLUTIONS CREATE PROBLEMS AND, UNLESS THIS IS CONSIDERED, WE CAN MAKE SITUATIONS WORSE BY CREATING DIFFICULTIES WHICH ARE GREATER THAN THE ORIGINAL PROBLEM. TO USE THIS DECISION TREE: ENTER A PROBLEM IN BOX 1; IDENTIFY THREE ALTERNATIVE SOLUTIONS AND ENTER THEM IN BOXES A, B & C; IDENTIFY TWO PROBLEMS CREATED BY EACH SOLUTION AND WRITE THEM IN BOXES 2 - 7; AFTER CONSIDERING THE NEW PROBLEMS, CHOOSE A SOLUTION.

During that time, the visitor could learn enough about Malawi to develop a realistic and useful program. Such a program might involve actually collecting/analyzing real data that constitute part of an ongoing work program. Furthermore, while the professor was learning, a counterpart could also be learning and many technical difficulties might be overcome. Finally, if 20 people attended the course, it would only cost \$2,500 per participant. Thus, even with high cost assumptions, a custom-tailored strategy could be more cost-effective.

Need For Capacity-Building

Rural development implies self-sustaining improvement in the lives of rural people. If this does not occur, projects cannot be considered successful. Unfortunately, success is not common.

Recent attention to this fact has stimulated interest in the development of individual human skills and group capabilities for generating benefits beyond the life of donor-assisted projects. This is called "capacity-building."

In general terms, capacity-building is improving the ability of people to deal with their problems. More specifically, capacity itself is the ability to:

- Anticipate and influence change;
- Make informed decisions;

- Attract and absorb resources; and
- Manage resources to achieve objectives.^{1/}

To realize these capabilities, people form informal groups and formal organizations. The latter also allow capabilities to continue independently of the individuals who constitute the organization at any one period. Such organizations may be governmental, privately owned, or community-based.

The requirements of a capable organization include, but are not limited to, the following:

- Organizational skills, such as the ability to forge effective links with other organizations and to make it possible for local residents to participate in decisionmaking;
- Information for decisionmaking, and the ability to utilize those data;
- Staff or a stable membership; and
- Processes for solving problems and implementing decisions.

Thus, organizational capacity-building requires a focus on both administrative structures and management procedures as well as individual and group skills.

^{1/} See Beth Walter Honadle, "A Capacity-Building Framework," paper prepared for the White House Task Force on capacity-building, United States Department of Agriculture, USDA-ESCS-EDD, State and Local Government Program area, Washington, D. C. April 1980.

For a manpower training program to succeed, it must do more than just transfer skills -- it must support activities which generate new capabilities. This is the capacity-building imperative.

One focal point for this should be the University of Malawi. By providing support for the University to undertake demand studies and other program-related applied research, multiple objectives can be realized. For example:

- A local institutional base of providing consulting services to the Malawi Government is created;
- Faculty knowledge increases and teaching improves;
- The research provides data bases for students writing MSc theses;
- The data collection activity provides students with valuable experience and knowledge which will be directly applicable to their professional work environment; and
- As this process unfolds, the Government will receive qualified graduates with relevant training, the students will receive superior experiences, the faculty will publish reports, and the University will begin to receive more requests for technical assistance.

Thus, the result could be a self-sustaining "snowball" effect.

Another focal point for capacity-building should be the Personnel Management and Training Division in the Office of the President and Cabinet. This office is located at the point in the Malawi Government hierarchy where an integrated, multi-

sectoral vantage point exists. This fact, combined with the need for personnel management information system development and the overall training authority of this office makes a strong argument that it should have the lead role in the manpower program.

Capacity-building at this level would include promoting information system design and use, enhancing training program design and evaluation capability, and even generating innovative staff development activities for funding by other donors.1/ Providing technical assistance in manpower development to rural development-oriented line ministries could also be a capacity-building objective of this office.

To support this, a publication program should be initiated. This program could provide guidance to training officers at all levels as well as produce general guidelines for District Development Committees, field workers and local leaders.2/

Thus, the conclusion of this report is that skill training for villagers and civil servants should be augmented by a focus

1/ For example, a large amount of EEC training funds remain unused because the Malawi Government has not been able to generate enough program proposals.

2/ For example, interviews at both national and field levels indicated that the costing of self-help schemes is often very inaccurate with miscalculations reaching to magnitudes of 300 percent. A simple costing manual could greatly improve upon present practice and its general nature would make it useful for more than one Ministry.

on capacity-building. The remaining task is to provide an initial outline of an integrated manpower-training and capacity-building program to support rural development in Malawi.

Proposed Program Outline

The host for the "Integrated Rural Manpower" project is the Office of the President and Cabinet, Personnel Management and Training Division (OPC/PM & T). To assist with the multi-sectoral allocation of technical assistance, participant training and other resources, a "National Rural Manpower Coordinating Committee" will be established with OPC/Development Division, Chancellor College/Centre for Social Research, and each ministry involved in rural development represented. The Deputy Secretary OPC/PM & T will chair the committee.

In order to build capacity and maintain the flexibility necessary to be able to respond to promising initiatives and new circumstances, the project will follow a "process" design.^{1/} A major emphasis will be on changing mixes of short-term technical assistance. Categories of technical assistance will be:

- Personnel Management System Development -- to be used by OPC/PM & T for building capacity at the national level;

^{1/} See Charles F. Sweet and Peter F. Weisel, "Process Versus Blueprint Models for Designing Rural Development Projects," in George Honadle and Rudi Klauss (eds.), International Development Administration: Implementation Analysis for Development Projects, New York: Praeger Publishers, 1979, pp. 127-145.

- In-Service Training Assistance -- to be allocated to cooperating Ministries through the coordinating committee; and
- Villager Skill Training Assistance -- to be allocated through the coordinating committee.

A publications program will be located in OPC/PM & T. The coordinating committee will also advise the publications program.

Participant training will focus on rural development/manpower-related education and generalist skills which will retain their value even though the returnee is transferred to a new position. Three people will receive PhD training -- in Agricultural Economics, Labor Economics and Educational Planning. Twenty-four people will receive Master's level training in Public Administration, Business Administration and Planning/Statistics. Care will be taken to place them in universities with strong programs in international development. A limited amount of short-term participant training will also be available.

Funds will be reserved for applied research by the Centre for Social Research (CSR) at Chancellor College. The research program will be developed through OPC and the coordinating committee.

To respond to the capacities of rural growth centers, support new initiatives and maintain flexibility, six mobile units for training villagers in trade skills will be created. To augment staff/villager training facilities, six buildings (two in each region) will be constructed.

Three right-hand drive station wagons will also be purchased. One will be assigned to OPC/PM & T, one to CSR and one to USAID. Annex A provides a preliminary budget for the program. This budget and general outline would, of course, be refined by a project design team. Such a team should also address some issues that this report was not able to examine.

The first issue is the desirability of providing machines such as lathes in selected rural locations. These "machines to make machines" can be depicted as small-scale investment in heavy industry since they increase tool-making capacity. Replacement of the 1939 vintage equipment at the Malindi Rural Centre or establishing "Rural Industrial Parks" are possibilities raised by considering this issue.

A second issue is the adequacy of the absorptive capacity of CSR and OPC/PM & T and the necessary staffing levels and support linkages required for the success of the proposed program. Procuring and administering the proposed influx of short-term technical assistance also has implications for USAID staffing. All of these items should be explored more fully in the project design paper.

The program set forth in this report is not yet fully developed. That development, however, should be seen as capacity-building, too. If a collaborative mutual-learning process is used to refine this preliminary proposal and turn it into action, then steps will have been taken toward true manpower development.

The potential exists for a very creative, highly rewarding program with visible impact. The challenge is to turn that potential into a learning process that truly promotes rural development in Malawi.

ANNEX A

ILLUSTRATIVE BUDGET: \$8.2 MILLION

ANNEX A

ILLUSTRATIVE BUDGET: \$8.2 MILLION

1.	<u>Participant Training</u>		
	PhDs (Ag. Econ., Econ., Ed. Planning)		
	3 x \$20,000 x 3.5 years	\$ 210,000	
	MPA, MBA, MS (Planning-Statistics)		
	24 x \$20,000 x 2 years	960,000	
	Short-Term (U.S./Third Countries/In-Country)		
	12 P.M. x \$4,000 x 5 years	240,000	\$1,140,000
2.	<u>Short-Term Technical Assistance</u> (In-Country)		
	Personnel Mgmt. System Development		
	18 P.M. x \$12,000 x 5 years	\$1,080,000	
	In-Service Training Assistance		
	36 P.M. x \$12,000 x 5 years	2,160,000	
	Villager Skill Training Assistance		
	24 P.M. x \$12,000 x 5 years	1,440,000	4,680,000
3.	<u>Materials, Equipment & Facilities</u>		
	Vehicles		
	3 RHD stationwagons x \$18,000	54,000	
	6 mobile units x \$75,000	450,000	
	Audio visual materials	20,000	
	Publication Program		
	Equipment	100,000	
	Materials - \$30,000 x 5 years	150,000	
	Buildings		
	6 x \$12,000	72,000	846,000
4.	<u>Other</u>		
	Surveys (University of Malawi)		
	4 x \$15,000 x 5 years	300,000	
	Evaluation of Program		
	2 x 3 P.M. x \$12,000	72,000	<u>372,000</u>
		TOTAL	\$7,308,000
		12% INFLATION & CONTINGENCY	<u>876,960</u>
		TOTAL	<u><u>\$8,148,960</u></u>

ROUNDED TOTAL: \$8.2 million
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ANNEX B

SCHEDULE OF ACTIVITY
JUNE 28 - JULY 21, 1980

ANNEX B

SCHEDULE OF ACTIVITY
 June 28 -- July 21, 1980

<u>Date</u>	<u>Activity</u>
Saturday, June 28	Arrive Blantyre
Sunday, June 29	Arrive Lilongwe
Monday, June 30	Lilongwe - USAID
Tuesday, July 1	Lilongwe - USAID, Ministry of Finance
Wednesday, July 2	Lilongwe - Interministerial Meeting, Office of President and Cabinet, Chief Economist
Thursday, July 3	Lilongwe - Ministry of Community Development, Ministry of Labor, Ministry of Agriculture, Development Division/OPC
Friday, July 4	Nkhota Rural Growth Centre, Kasungu District Commissioner, Agriculture, Labor, Community Development, Mzimba District Commissioner, Night in Mzimba
Saturday, July 5	Mbalashanda Rural Growth Centre, to Mzuzu
Sunday, July 6	Bolero Farmer Training Center, Rumphi to Karonga
Monday, July 7	Karonga, Kaporo, Lufira Rice Scheme, Night in Karonga
Tuesday, July 9	Karonga District Commissioner, Baka Training Centre, K.R.D.P. Staff, to Mzuzu
Wednesday, July 9	Nkhata Bay Agricultural Office, Chinteche Training Centre, Nkhotakhote -- District Commissioner, Community Development, Labor, Agriculture
Thursday, July 10	Chitala Farm Institute, Salima District Com- missioner, S.R.D.P. Staff, to Lilongwe

<u>Date</u>	<u>Activity</u>
Friday, July 11	Lilongwe - USAID, Office of Personnel and Training, Regional Agricultural Office, LLDP
Saturday, July 12	Lilongwe - USAID, LLDP Training Officer
Sunday, July 13	Malindi Rural Centre, to Blantyre
Monday, July 14	Blantyre, Ministry of Labor, Ministry of Agriculture, Polytechnic
Tuesday, July 15	Blantyre/Zomba Mpemba Staff College, Chancellor College, Traders Trust, to Lilongwe
Wednesday, July 16	Lilongwe, British Council, EEC, Office of Personnel Management and Training, USAID
Thursday, July 17	Lilongwe Report production, OPC
Friday, July 18	Lilongwe - UNDP, Report production, USAID
Saturday, July 19	Lilongwe Report production, OPC/USAID meeting
Sunday, July 20	Lilongwe, Report production
Monday, July 21	Report completion and debriefing, Lilongwe to Blantyre, Depart Malawi