

IMPROVING MANAGEMENT IN SOUTHERN AFRICA

FINAL REPORT  
TO THE REGIONAL TRAINING COUNCIL OF THE  
SOUTHERN AFRICAN DEVELOPMENT  
CO-ORDINATION CONFERENCE

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## PREFACE

This study of management training needs in the nine countries of the Southern African Development Co-ordination Conference (SADCC) was undertaken by the National Association of Schools of Public Affairs and Administration (NASPAA) under its cooperative agreement with the U.S. Agency for International Development. The resulting report, Management Development in Southern Africa, is herewith submitted to the Regional Training Council of SADCC. The study was conducted between June 1984 and January 1985, and involved field visits to all nine countries of the SADCC region.

The NASPAA team consisted of the following members:

Dr. John D. Montgomery, Harvard University, Project Director  
Dr. Esau M. Chiviya, Zimbabwe Institute of Public Administration  
and Management  
Dr. Robert E. Klitgaard, Harvard University  
Mr. Modiri J. Mbaakanyi, Executive Director, Botswana Employers  
Federation  
Dr. A. Gaylord Obern, University of Pittsburgh  
Dr. Louis A. Picard, University of Nebraska  
Dr. Rukudzo Murapa, University of Zimbabwe  
Ms. Jeanne North, Program Officer, USAID  
Dr. Wendell G. Schaeffer, NASPAA, Project Manager

In addition, the team was augmented for portions of the field work by:

Mr. Bhekie R. Dlamini, Institute of Development Management,  
Swaziland  
Dr. Rogerio F.S. Pinto, Organization of American States  
Mr. M. J. Ziyane, Swaziland Institute of Management and  
Public Administration

NASPAA has been honored by being entrusted with this study, which it hopes will lead to significant increases in the resources available to strengthen management education and training in the SADCC region. Work on the study was greatly facilitated by the excellent cooperation provided by the SADCC Regional Training Council representatives in each country, where they opened doors and personally assisted in many cases in assuring the success of data gathering in the field. This support is gratefully acknowledged. No acknowledgement would be complete, however, without mentioning the helpful support provided by the chairman of the SADCC Regional Training Council, Mr. V. E. Sikhondze, and Mr. Tony Crasner of his staff, and Mr. Dale Pfeiffer, Regional Program Officer, Southern Africa, USAID.

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Alfred M. Zuck  
Executive Director  
NASPAA

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## EXECUTIVE SUMMARY

Southern Africa today has a greater sensitivity to the importance of good management than ever before. Where managers are scarce, as they are in the member countries of the Southern African Development Co-ordination Conference (SADCC), they must be developed. Education and training are the first steps toward that end, though obviously they alone are not enough to solve all the management problems of the region. This report identifies the priority training needs, describes current training efforts in the nine SADCC countries, and proposes further steps that its Regional Training Council should take to encourage, develop, and support appropriate management training programmes.

The findings of this report are based on a careful examination of the administrative experience of all nine countries. That experience was studied from more than three thousand management events described by top-ranking, middle level, and junior managers from the public, parastatal, and private sectors. In addition, scores of Permanent Secretaries, General Managers, and their equivalents co-operated further in the study by supplying eleven hundred diary entries describing their important functions over a seven- to ten-day period. When these two sources are combined, they constitute the largest international sample ever created for the purpose of identifying training needs. Close examination of this experience permits analysts to determine which managerial skills were present or deficient in the major administrative systems of the region.

### Training Needs Identified

Training needs were identified at both micro and macro levels. At the micro level it was found that training is urgently needed to:

- o expand accounting skills and improve accounting practices;
- o provide special management knowledge and skills for senior levels of government;
- o familiarize middle and lower-level public servants with government rules and regulations;
- o expand the cadre of entrepreneurial managers for both private and parastatal enterprises;
- o improve the management and utilisation of expatriate personnel;
- o develop and/or improve negotiating skills for dealing with external contractors and donors;
- o prepare professional and technical personnel for movement into management positions;

- o improve the management of training itself; and
- o strengthen organisation development consulting and training skills and expand their use throughout the region.

At the macro level, training needs may be summarised as follows:

- o Managers need substantial training in motivational skills, interpersonal relations skills, negotiating skills, and in the intricacies of bureaucratic politics. However, teaching methodologies generally utilised in the region do not easily provide these skills or the attitudes that must be present if the skills are to be used effectively.

- o Training needs identified in the micro-level analysis are reinforced by the macro-level analysis in such areas as knowledge of rules and procedures, accounting, writing skills, personnel management, and negotiations.

- o Similar needs are present to essentially the same degree in all the SADCC countries, suggesting that regional approaches in responding to them can be viable.

- o Needs are sufficiently similar across the public, private, and parastatal sectors to justify joint training efforts involving participants from all of them.

- o There is a substantial similarity of need at all management levels within organisations, suggesting that in-house, multi-level efforts using organisation development methods may be highly effective in improving organisational performance.

- o There is need when training middle and top managers for greater stress on understanding the political, economic, and social environment in which government organisations operate, and on development of skills necessary to the co-ordinative and collaborative relationships required in responding to environmental challenges and opportunities.

- o There is general agreement throughout the region that training is an effective method of improving managerial performance.

SADCC cannot respond to all the training needs of the region, as most must be met by national efforts of each country. SADCC should focus on meeting needs if:

- o they permit economies of scale when undertaken regionally;
- o they reflect a problem of region-wide significance;
- o they involve issues that would be sensitive if dealt with at the national level but not at the regional level;

- o resolving the needs requires a comparative perspective or differentiated base of experience not available at the country level;
- o the training would decrease regional dependency; or
- o the effort addresses a region-wide problem in the management training field itself, such as:
  - (1) over-dependence on assembled courses to the neglect of organisation-based training;
  - (2) over-dependence on non-African training materials of limited relevance; and
  - (3) lack of opportunities for applied research as a basis for developing new materials.

#### Findings as to Institutional Effort and Capability

A substantial array of management training institutions are in operation in all countries of the SADCC region with the exception of Mozambique, where no institution exists for training managers, as distinct from office workers. A study is currently under way in Mozambique to decide how best to address the management training need.

The current efforts, however, are far from adequate to meet the needs of a vast region where thousands of managers attempt to perform their roles with minimal educational backgrounds and where few have had any management training at all. Several generalisations apply at the national level.

- o Institutions suffer from poor calibre and excessive rotation of teaching staff.
- o Teaching staff are underpaid, carry excessive teaching loads, and have few if any incentives for research, materials development, or consulting activities.
- o With few exceptions, libraries are inadequate.
- o Many institutions have very limited access to texts and other teaching materials, and those available are usually designed for advanced, industrialised countries.
- o Where case materials are used, few have been produced in or are relevant to the African situation.
- o In many cases, expatriates constitute a substantial proportion of the teaching staff, sometimes supported by donor organisations from outside the region, and often at substantially higher salaries than those paid to national employees.

o In many cases, examinations and other evaluation materials derived from advanced industrial countries are utilised without regard to their appropriateness in Southern Africa.

o Despite a few happy exceptions, teaching methods used are overwhelmingly didactic, involve memorisation of theoretical concepts, and provide few opportunities for participative learning or gaining experience through doing.

o Methodologies used are of little value in training senior managers and provide almost no opportunity to learn motivational skills, inter-personal skills, or negotiation skills. In other words, they do not address some of the most critical training needs.

International training institutions operating in the SADCC region have generally stronger faculties and greater capability than most national institutions. Nevertheless, they share a common problem of inadequate financial support which forces them into a heavy dependence on tuition fees for income. This places a premium on large enrollments and full enrollments in the courses they offer. It also makes necessary a heavy stress on giving assembled courses as contrasted with in-house and organisation development training approaches which, while more costly to conduct, are likely to have greater impact on organisational performance.

The heavy work loads and teaching loads of the international training institutions leave little time or energy for research or consulting work. Furthermore, many faculty have had little experience in consulting and would be reluctant to undertake such assignments.

The international training institutes of the SADCC region, ESAMI, IDM (BLS), PAID, and NAMC, all need additional support to enable them to:

- o expand their operations,
- o up-grade their teaching staffs,
- o adopt new or alternative teaching strategies and methodologies,
- o play a key role in development of new, Africa-based teaching materials.

## Recommendations

The SADCC Study has identified management training needs. Many of these needs can only be addressed through "alternative" training strategies which existing institutions, international and national, are not equipped to implement.

What is needed is a method of ensuring that the capabilities of existing institutions be raised, not only to do better what they are already doing, but also to enable them to implement the alternative teaching strategies that are needed.

The SADCC situation changes rapidly; hence management needs and management training needs change rapidly. The situation should be constantly monitored and a flexible response mechanism created that can supply assistance and resources as needed.

What is needed is a management training resource pool that can supply both financial support and technical assistance to international and national management training institutions in the SADCC region.

It is recommended that SADCC create such a pool and designate it the Management Development Resource Centre. The Regional Training Council should seek outside resources for the Centre to enable it to accomplish the training support tasks needed within this region and identified in this report. It should be stressed that the Centre would not be or become a financial burden on the SADCC or the SADCC member countries.

The Centre should be provided with a professional staff, working under a multi-year commitment, who would offer technical assistance as well as financial support to existing international and national management training institutions in the SADCC region, including an association of such institutions if created.

Specific initial steps to be taken by a Resource Centre are identified in the body of the report.

## IMPROVING MANAGEMENT IN SOUTHERN AFRICA

### INTRODUCTION

The importance of management education and training is widely recognised among the member countries of the Southern African Development Co-ordination Conference (SADCC). In country after country recent manpower studies have revealed an acute shortage of qualified administrators and managers. Worsening economic conditions in the early 1980s have emphasized the need for gifted administrators, and this impression is confirmed by opinion surveys about training needs in the SADCC countries. It is clear that public management skills deserve a high priority in any human resource development policy in the SADCC region. In the private sector also, localization and the press of competition have compelled companies large and small to take stock of their management inventory and to consider means of localizing, enlarging, and replenishing it. Many organizations have turned to management training to resolve management problems. They are then able to use the newly developed skills to create more effective managerial structures and systems.

In 1983, the Southern African Development Co-ordination Conference, through the SADCC Regional Training Council, determined to make a study of the management training needs of the region. This study, undertaken by the National Association of Schools of Public Affairs and Administration with support of the U.S. Agency for International Development, was in response to the recognition of the key role that management plays in the development process and to the importance of training in developing essential management skills.

The two principal methods used to assess training needs are: (1) through manpower surveys that identify or estimate the types and number of positions required to achieve a certain level of theoretical capacity; and, (2) by interviewing trainers, supervisors, and employees to gather informed opinions on personnel performance weaknesses that are amenable to amelioration through training. The first method has the disadvantage of providing little insight into the quality of work performed by current jobholders. In addition, the findings of such surveys are quickly out of date. The second method provides little new knowledge not already possessed by informed persons, and tends to reinforce highly subjective judgments about training needs. Neither method attempts to relate manpower training needs to a systematic analysis of the management skills required by different kinds of organisations. True, while many countries in the SADCC region have carried out such studies, indeed a number of them have quite detailed information on their manpower needs in the quantitative and/or informed-opinion sense, it has proved difficult to translate these data into new training initiatives.

It must be recognised that "good management" has two interrelated aspects. The first is the quality of the individual manager himself, his

repertoire of appropriate skills and his ability to apply those skills in a range of circumstances. The second aspect is the organisational context within which the manager functions and the responsiveness of that context to different kinds of management intervention.

From an administrative and organisational viewpoint, the nine SADCC Member States, with their different historical experiences and their different stages of development, present an enormous variety of managerial systems and structures. It was felt, therefore, that if very broad assumptions about the context within which SADCC managers actually operate were to be avoided, the study would need to take account of the organisational diversity that exists within the region and would need to relate its findings directly to the unique management needs of the SADCC region. This neither the survey method nor the opinion-seeking approach is able to do.

In light of these methodological difficulties, it was felt that neither of the two commonly used approaches was suitable as the basis of a regional study. Instead, the study team sought to develop a methodology which would embrace qualitative, quantitative, and organisational aspects of the managerial function. In addition, a methodology was sought which would allow data on skill requirements to be translated easily into training needs and strategies. The decision was taken, therefore, to base the study on the ACTUAL EXPERIENCE of SADCC managers.

The experiential data gathered during this study come from two sources. First, management diaries were used to record the operations of selected managers in the public sector. Second, a procedure was used known as the "critical incident method", developed by a group of psychologists during World War II to analyse the training and organisational conditions that would improve the performance of certain kinds of highly skilled personnel. These two methods have been widely and successfully applied in the analysis of both private and public sector management problems and have also been used on a number of occasions in developing countries.

To collect these data, a team of management specialists visited all nine countries of the region during August and September, 1984 (the team returned to Mozambique to complete the study in November). During the course of their stay, two or three members of the team interviewed public and private sector managers on a schedule arranged or facilitated by the SADCC manpower contact point in each country. In addition to scheduled interviews to explain the nature and purposes of the study and the methodology to be employed, the procedure involved inviting ten Permanent Secretaries or Managing Directors or their equivalents or deputies in each country to complete a short Management Diary of their activities over a period of five to ten days. Items to be recorded were those that required an hour's time or more, or that seemed to the respondent to be of special importance.

Management events - a term more appropriate in a study of this kind than "critical incidents" - were gathered by means of a questionnaire administered to individuals or groups of public, private, and parastatal managers at different levels. Sometimes these questionnaires were

administered in connection with a training assignment or an c meeting devoted to discussing organisational or management problem questionnaire asked for brief reports, usually 20 to 50 words in describing a specific experience or event (not an opinion or a c incidents) associated with either the exercise or the absence managerial skill or administrative knowledge. It called for the recent" or "next most recent" experience of the genre in order to prod random collection of "events". Some respondents were able to obtain many as fifteen or more "events"; the average was about eight. several hundred such "events" had been gathered, it was possible to to classify and code them, and to seek correlations and to begin to conclusions. By the time the sample reached two thousand (it event reached over three thousand), it was statistically possible to say that whole universe of relevant experience had been captured, in the sense no new major categories of experience were likely to emerge.

The advantage of this method is that individual experience can tapped directly through analysis of the incidents described, with a min of opinion or subjective influences imposed on the data. It is collective experience, not the individual respondents, that constitutes "universe" that is sampled. In this study, in order to focus directly training needs, data were requested only on "events" that reflected application, or the absence, of a "skill" or "knowledge". Because of large number of incidents gathered, it would have been possible to stu the events to analyse procedural problems, personnel incentives, a motivations, interpersonal relationships, structural issues, or matters recruitment, selection or other aspects of personnel administration. Su an effort was not undertaken for this study, and indeed no coding of su categories of experience was even prepared. Instead, the "events" wer simply classified according to fifty different skills identified during th course of the study, as well as by sector, country, level of manageria responsibility, and a judgment as to whether the "event" was positive o negative with regard to the skill in question.

Thus, this report, rather than replicating the many existing studies of managerial manpower needs, seeks to identify the nature and types of skills for which managers, and those who aspire to become managers, need to be trained. It identifies major training needs from an analysis of actual management experience in public, private, and parastatal organizations. In each SADCC country, Permanent Secretaries, Managing Directors, and Heads of Bureaux and Divisions, and their counterparts in private and parastatal corporations participated. They generously took time out of their work schedules to report over three thousand "management events" in their recent experience, and to fill out diaries that produced over one thousand descriptions of administrative activities drawn directly from their work situations. By this means, the methods developed to carry out this study provide direct access to management experience at top, middle, and junior levels. No previous analysis of training needs in developing countries has had access to comparative management experience on such a broad scale.

In addition to the two quantitative methods of data gathering, the survey team visited training institutions in each of the nine SADCC countries to become familiar with the focus of their present activities,

plans for future development, current staff capabilities, physical facilities, the nature and amount of support being received, and the principal constraints on further development and expansion. The results of these visits are reported in Appendix D. It should be stressed that in no sense can this information be regarded as an evaluation of the institutions concerned. That would be a very different type of undertaking beyond the scope of this present study.

Furthermore, it was not possible in the time available to visit all institutions offering management or administrative training in all countries. However, an attempt was made to visit the principal institutions and those giving training to senior managers and officials. The findings or conclusions appearing later in this report are therefore indicative in a general way rather than comprehensive, and in no sense represent a definitive statement regarding any particular institution or the institutions in any SADCC country.

The team also attempted to determine the extent of current training efforts for managers at top, middle, and junior levels of the public service, and to gather similar data from the private sector where possible.

## MICRO-LEVEL FINDINGS: PROBLEM AREAS

As outlined above, the raw data of the study comprise a series of "management events" reported by SADCC managers. These events describe occasions where specific skills or knowledge were necessary to ensure the proper functioning of the organisation and were either available or unavailable. An examination of those events where required skills were absent enables us to deduce directly important training needs. By this process, some previously recognised training needs have been fully confirmed in this study, in particular in the areas of accountancy and management information systems. Other problem areas where training might make an impact have not previously been recognised, though they become obvious upon close examination of the management events. An important example is the clear need for more familiarity with the rules and procedures of the managers' own organisations.

Management problems as reported in the nine countries of the region were not, of course, uniform. Since the purpose of this study is to identify REGIONAL training needs, problems that are unique to one or two countries are not discussed here. This report also ignores most of the management problems that occur only at the lowest levels of an organisation, though some of the training needs that pertain to subordinate levels of management are considered because the problem they address is a significant aspect of the regional objectives defined by SADCC. With this consideration in mind, the most significant problems to emerge indicating a need for further training are as follows:

(1) Accounting practices show the need for improvement in all sectors and countries. There are not enough qualified accountants in the public service of any country in the region. Zambia, to cite one example, reports that it has only a small fraction of the one thousand accountants it needs. Many middle-level and top managers expressed regret at their ignorance of accounting, as these reported events testify:

I was required to produce a report on certain production discrepancies. I could not prepare it properly or on time owing to a lack of understanding about accounting procedures. (1008)

An accounting error indicated that there was a shortage of cash, when in fact there was only a discrepancy in the recording of cash receipts and disbursements. (120)

In an audit of our society's books, one of my colleagues was able to expose some embezzlement and manipulation of accounts. He recommended implementation of strong security measures for protection of the society's assets. (122)

Because of the accounting skills that I had acquired, I was able to read and interpret the credit union's monthly financial statements and investigate the weaker areas of operations as well as reinforce the areas with growth potential. (125)

(2) Another important area to emerge from the reported events is the existence of special training needs - not just the acquisition of simple management skills - at the senior levels of government. Many senior officials, including Permanent Secretaries and Managing Directors, have experienced areas in which they recognise their knowledge or skills to be inadequate.

When I learned there was a lack of communication among them PSs I tried to convince my colleagues to do something about it, but they were just not interested. (2017)

I was disappointed with a report I produced on the efficiency of the accounts section of government central stores. I just did not know where to start. (902)

None of our Permanent Secretaries has had any management training; and there is no institution to promote it. In spite of my trying, the Permanent Secretaries refused to go to D... for a training programme, saying they did not need it. (1520)

Developing a long-term strategy is very far from what I could do. We only worked from day to day. (1522)

I am one of only a very few Permanent Secretaries, with a degree, but I am in charge of a Department that requires specialised knowledge which I do not have. (1532)

An economic investment proposal which was to include a project identified in macroeconomic terms to fit the national economic investment programme completely ignored problems of monitoring and analysis of the project at the micro level. (49)

(3) Most significantly, the management events reported in this study revealed an acute lack of familiarity on the part of lower and middle-level public servants regarding current rules and regulations. One major cost of uninformed public servants is the additional burden placed on higher-level officials who have to make low-level decisions because of such deficiencies. Other costs, such as misdirected resources or errors in policy implementation could not be documented in this study but are obviously associated with the same problem.

The salary service bureau was not notified that a

person from a colleague's office had resigned. Therefore, this person continued to be paid through a bank for approximately six months afterwards. We had to recover the money from his terminal benefits. (861)

Two volunteer doctors had written me about the problems of staffing but had failed to go through the district medical officer and secure proper clearance. This made it difficult for me to act. (3)

Late processing of a promotion delayed the action and held up the appointments of more than ten people and had a perverse multiplier effect on many more. (5)

One of our people committed our company to an expenditure but failed to let the financial staff know about it in advance. (41)

Reported events also showed the benefits that can flow from the availability of procedural knowledge and skill in applying that knowledge.

One of my younger submanagers unraveled some red tape at customs and speeded up the release of goods from the warehouse. (39)

(4) Events reported by managers in parastatal and private corporations showed urgent training needs to enlarge the cadre of qualified entrepreneurial administrators. The study showed this need to be particularly acute among parastatal organisations charged with offering financial and technical assistance to small entrepreneurs. Meeting the need is specially important if localisation policies are to be effective. The slow pace of localisation is currently tolerated in the private sector largely because of that sector's importance in earning precious foreign exchange, but any attempt to speed up the transition will depend heavily on suitable training.

The cross-over point, when local managers began to outnumber expatriates, was reached, for example, in many of Zimbabwe's large companies in about 1981. In that same year, the number of local managers reached 43 percent in Swaziland. The pace of localisation is slower in the parastatals than in the public sector, where only 12 percent of Swaziland's administrative and executive personnel are currently expatriates. In the search for excellence in management, SADCC has reason to consider entrepreneurial sectors as well as the public service.

When I joined the company in 1974, the subordinates who were expected to replace the expatriates and the engineers who had to make technical changes had no opportunity to be trained. (551)

My company used training to become self-sufficient in manpower within ten years, replacing the expatriates who ran it earlier. (557)

Many of the small-scale entrepreneurs receiving assistance from government development corporations are semi-literate and unfamiliar with even the most basic principles of management. This problem is too often dismissed as a subject for anthropological study, but incidents reported during this survey show it to be an important constraint on the fulfillment of national goals in rural organisation and small-scale enterprise development. It can be dealt with through appropriate training mechanisms.

When I tried to assign my management analysis department to give advice to small companies that are receiving help from my organisation, I found that they did not know how to help them develop the necessary management skills to survive. (13)

I brought in management technicians from abroad to help develop courses for small companies being financed under our parastatal corporation, but found that they were not able to deal with semi-literate managers who had no experience with inventory control or cash-flow analysis. (19)

The Department of T... supported the National Literacy Programme, and when we were unable to post an officer in one area, they volunteered to let us use their officer. We therefore succeeded in our efforts to reach adult illiterates throughout the country. (2077)

We have two vehicles, one of which uses petrol and the other diesel, and we often fill them from jerry cans, labeled appropriately. When I asked one of our store laborers to fill my petrol, he did not tell me that he could not distinguish between the labels and filled the vehicle with diesel. As a result, the organisation incurred considerable expense in repairing the vehicle. (141)

It should be noted that the Institute of Development Management (BLS) has taken cognizance of the problem of training semi-literate and semi-numerate managers of small enterprises and has developed a course on the subject.

(5) Another area of need to emerge from the study is the management of expatriate personnel. Although expatriate administrators are the most expensive human resources in the region, they are not always well used, their skills are not efficiently transmitted to their counterparts, and they themselves are often not well briefed in their responsibilities prior to arrival. Designing and conducting training programmes for personnel managers, negotiators, and supervisors working in this area would be extremely cost-effective.

One of our parastatals brought in an expatriate manager who was supposed to control finance and recruit and train personnel but he lacked any

knowledge about those\_functions. (33)

Senior officials in the government were involved in the selection of expatriates for government service, but I found that they had no knowledge or experience in identifying their managerial capabilities and could not judge the candidates' qualifications for the post. (34)

My assistant in the personnel department successfully negotiated with government to allocate reasonable amounts of foreign exchange for our expatriate employees who were being repatriated to their countries. (1024)

As an expatriate on contract, I had a scope of work assigned to me when I came here but found that what I am doing is quite different from what I was hired to do. (53)

(6) A related training need to emerge concerns the skills required for negotiating international assistance contracts. Many donor-sponsored projects take the form of contract services provided on the basis of competitive bids. The SADCC nations are usually invited to participate in the evaluation and selection of bidders, but, as shown by the study, officials are often unfamiliar with techniques for evaluating competing offers, and with the procedures used for negotiating improved terms.

As my deputy lacked knowledge of foreign aid procedures, he made many omissions and the whole programme had to be reconsidered. (956)

An international project was prematurely referred to the foreign ministry before the details had been worked out and the ministry approached the donor without adequate preparation. When the donor came to me I had to improvise, and it took us four months instead of two weeks to get the project negotiated. (47)

(7) A hitherto neglected area to emerge from the reported events is the importance of management training for high ranking officials who started their careers as technicians and whose professional excellence led to promotion to managerial positions. Developing procedures to help technicians make the transition to managerial responsibilities as they rise in the service could be done better on a regional than a national basis, since the numbers of such personnel at any given moment are relatively small in any one country. The familiar dilemma of the engineer or the physician who is suddenly called upon to manage a large organisation is revealed very strongly in this review of their experiences. If they succeed as managers, it may be quite accidental.

When I found engineers who could become managers, it

was difficult for me to train them for their new jobs. (162)

One of our technical departments hired a number of people for senior professional posts. Although highly qualified and capable, they were completely ignorant of the issues of administration and management. (2104)

The management of government hospitals was in shambles. I could not get involved because I did not have the requisite skills in hospital management. The cabinet turned down my suggestion for a study trip. (1530)

I have not been trained for this job. I need skills in decision making, project administration and economics. (1564)

When I was first appointed General Manager, my plan and budget were disapproved by the board twice. (523)

In the early 1970s, I did not understand the liquidity problems that faced the company I was heading. My superior accused me of mismanaging the company. (525)

I was unable to prepare a manpower development plan for the company because I lacked the necessary skill. (246)

Our chief pilot showed surprising commercial sense and also pleased the country's leaders by negotiating with government officials and local leaders in estimating the potential for developing a new connecting service. (40)

(8) A most important finding of the study are the urgent training needs in the management of training itself. Reported events concerning the induction of new recruits into the public service showed a widespread use of on-job-rotation schemes as substitutes for general training in administration. Such procedures have a great advantage in cost and relevance, but most of them are now conducted on a haphazard basis, with little planning or supervision to ensure that the experience is put to its best use. Improving the use of on-the-job training as a means of enhancing the perceptions and qualifications of potential top managers can convert the current practice from casual rotation of new personnel among different work assignments into a systematic learning process. This is far more effective than making such learning primarily the responsibility of the trainee.

A senior official worked out an excellent training

procedure for staff development. Up to then, our training had been ad hoc. (1734)

A colleague failed to satisfy the needs of a trainee during career counseling assignment. (644)

(9) As was discussed in the introduction to this report, effective management is a function of the ORGANISATION as well as of the individual manager. It is clear from the reported events that many of the region's institutions would be better able to use trained managers if management training were undertaken in parallel with certain ORGANISATION DEVELOPMENT activities. However, the skills and experience needed to conduct organisation development (OD) programmes are not readily available in the SADCC region. Training in this crucial area represents an urgent priority for SADCC.

Some of the events which emphasize the need to develop the skills to undertake organisation development interventions are as follows:

Several employees attended a basic skills training course and upon return they thought that they knew as much as their superiors. This also generated in them disrespect for their superiors. Further, they considered that their pay should be increased. (1001)

After a strike, the workers alleged that managers and supervisors were autocratic in their methods and this was demoralising to them. Serious production setbacks were experienced. Consequently, workers' management and education programmes were initiated, as a result of which there was marked improvement in management performance. (1023)

In developing a work plan for the managers in the Ministry of Agriculture, I was surprised at the receptivity and enthusiasm of the junior staff and disappointed at the status consciousness of the older staff. The district reports on crops were more complete and timely than the amalgamated ones coming from the divisional headquarters. (72)

Before we made a major policy decision, I organised discussions within the group in order to obtain opinions and determine financial implications. (222)

Organisation development is not a new concept in the region, obviously, and a number of management training institutions have indicated an interest in developing or expanding their capabilities in this important training field.

### Summary

To conclude this section, the study has shown that training is urgently needed to:

(1) Substantially expand accounting skills and improve accounting practices in all sectors and all countries of the SADCC region;

(2) Provide special management knowledge and skills for senior levels of government throughout the region;

(3) Familiarize middle and lower-level public servants with government rules and regulations;

(4) Expand the cadre of entrepreneurial managers for both private and parastatal enterprises;

(5) Improve the management and utilisation of expatriate personnel;

(6) Develop and/or improve negotiating skills for dealing with international contractors and donors;

(7) Prepare professional and technical personnel for movement into management positions;

(8) Improve the management of training itself;

(9) Strengthen organisation development consulting and training skills and expand their use throughout the region.

## MACRO-LEVEL FINDINGS: SKILL NEEDS

In addition to the micro-analysis reported above, the total number of management events (over 3000) were subjected to further scrutiny in order to obtain a profile of the skills required by SADCC managers in their day-to-day functioning.

Each reported incident was coded according to one or more of fifty different trainable skill categories. The events divided about equally between positive and negative examples. A positive example is one in which the skill is present and was applied; a negative example is one in which absence of a skill caused dissatisfaction with performance. Table I shows the fifteen most frequently reported skills and the distribution between positive and negative events. Table II defines the meaning of the skills. In Table I, the skills are ranked in order of their frequency:

TABLE I  
FREQUENCY OF SKILL DISTRIBUTION  
IN MANAGEMENT EVENTS IN NINE SADCC COUNTRIES

Skill	Total Number of Events	Total Positive Events	Total Negatives
Motivating Employees	375	182	193
Personnel Management	262	109	153
Interpersonal Relations	257	132	125
Technical Skills	219	115	104
Writing Skills	211	130	81
Knowledge of Procedures	190	69	121
Financial Management	155	80	75
Negotiating Skills	155	109	46
Supervision	155	83	72
Bureaucratic Politics	119	4	115
Communications	115	67	48
Accounting	110	60	50
Coordination	86	35	51
Work Scheduling	81	27	54
Delegation of Authority	73	40	33
	2563	1242	1321

Two points emerge from Table I. First, three skills appear in disproportionate numbers in these events: motivating employees (14%), personnel management (9.8%), and interpersonal relations (9.6%). Clearly these skill areas cannot be neglected in any management training programmes. Second, in twelve of the skills identified above, the numbers of "effective" and "ineffective" performances are about equal. But in the case of three skills, there was a marked discrepancy between the positive and negative events. In (1) knowledge of rules and procedures, (2) work scheduling, and especially (3) bureaucratic politics, negative performance far outweighed the positive. All three are problem areas in which training

## TABLE II

## DEFINITIONS OF MANAGEMENT SKILLS IDENTIFIED IN THE SADCC STUDY

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**Motivating Employees:** The ability to encourage subordinates to perform effectively, using both "job related" and "employment environment" factors to improve morale and stimulate enthusiasm.

The budget review succeeded because my subordinates gave much of their free time - they really exerted themselves. (1540)

**Personnel Management:** Skills in recruiting, assigning, and compensating employees of a large organisation in accordance with its internal policies.

An officer went to complain to the minister that he had been treated unfairly. The personnel officer asked him not to bother the minister, promising that he would look into the grievance. He then proceeded to deal with the matter objectively to the satisfaction of everybody. (1523)

**Interpersonal Relations:** Understanding the processes by which individuals working in a bureaucratic setting can co-operate with each other to achieve organisational goals.

Two officers in the department were hauled up in writing for slackness in work and a copy was sent to us. My subordinate took the initiative to call a meeting of the Relinquents and (their boss) to remedy the situation.

**Technical Skills:** Knowledge of auto mechanics, computer maintenance, nursing procedures, office techniques, or other special subjects required for effective performance of organisational missions.

It was evident during the examinations to upgrade nurses from Grade B to Grade A that some of the nurses had forgotten how to do certain drug calculations. (599)

**Writing Skills:** Ability to present an official case clearly and effectively in official documents and other correspondence.

I had to act as secretary to a committee but was not happy with the minutes I produced. (1544)

**Knowledge of Procedures:** Knowledge of rules and regulations and skill in interpreting and adapting them to accommodate current operational needs of an organisation.

Contrary to normal government practices, I hired some direct labour to carry out some construction and was criticized. Our suggestions for improving these operations were rejected because they violated existing government regulations. In the end, we had to abandon the direct labour force system.

**Financial Management:** Ability to make effective use of an organisation's monetary resources and to keep track of such uses.

The doctors working in my ministry had not been paid their allowances for 18 months. It appears that the officer concerned did not bother to follow up a cabinet decision. There was not even a budget provision for this expense.

**Negotiating Skills:** Knowledge of conflict resolving approaches and ability to use these and other transactions or procedures to bring about inter-organisational collaboration.

We were to work on a joint venture with Zimbabwe to procure ammonia through the Swazi terminal facilities in Mozambique. When the team from Zimbabwe came for discussions I did not know what they had in mind nor did they know what we wanted. By negotiations we evolved an understanding.

**Supervision:** The skill of monitoring the performance of subordinates without infringing on their sense of dignity and their independence and creativity as member of an organisation.

As head of the department, I used to quarrel with my subordinates. After attending management training programmes, I was able to supervise them without bad blood (1860)

**Bureaucratic Politics:** The ability to ascertain the divergent interests of different organisations and individuals which work together in matters of common policy, and to find ways of accommodating them without sustaining injury to one's own organisational or personal interests.

A colleague was handling a difficult situation which was made more difficult by pressures from the ministry. He handled the matter with great tact and the ministry beat a retreat.

**Communications:** Knowledge of the resources available to an organisation to extend information to other users, and ability to employ them effectively.

An officer was supposed to follow up a matter with another ministry. She did this by phone. But since there was no written communication, no action was taken by the other ministry.

**Accounting:** Professional level of skill in designing systems and keeping records of financial transactions in such form as to meet internationally recognised standards of accuracy and reliability.

A subordinate responsible for general ledger accounts went beyond his assigned tasks, preparing a full explanation of his reconciliations as well as a format for correcting errors. (256)

**Co-ordination:** Skill in bringing together the resources, human and material, of different individuals or organisational units to accomplish tasks common to the participants.

A colleague and I were both negotiating with the same organization to procure a plant. However, neither of us was aware of the other's actions, and this proved embarrassing.

**Work Scheduling:** The ability to determine priorities in assigned tasks and to allocate time to them so that essential functions are performed before activities of lesser urgency are undertaken.

Last week I was told at very short notice to attend a budget meeting on behalf of the ministry. I should have been given more time so I could be briefed by my branch heads.

**Delegation of Authority:** Ability to size up the task requirements of an organisation's mission and to allocate assignments that accord with each individual's skills and resources, primarily in order to release scarce managerial time for tasks that require one's personal attention.

As head of the ... Department, I used to do most of the work and there was a lot of work on my table. One day a junior walked into my office and suggested that I delegate some of my work to my subordinates. I followed his advice and it helped. (1861)

can contribute to the capacities of managers to identify operational needs and approach them creatively.\*. Together these skills appear in more than thirty percent of all reported events and constitute the core of SADCC managers' daily skill needs. The conclusion is inescapable that all fifteen skills are of general significance, but special attention must be paid to training in the areas where the absence of skills predominates over their successful exercise.

Given the diversity of management systems used in the SADCC region, a crucial question is the extent to which the skills identified in Table I are needed equally in each country, or whether the frequency table is distorted by different samples in the nine countries. The answer appears in Table III and has important implications for the viability of regional training programmes.

TABLE III  
RANK ORDER OF SKILL NEEDS IN NINE SADCC COUNTRIES

<u>Skill</u>	<u>Ang</u>	<u>Bots</u>	<u>Leso</u>	<u>Mala</u>	<u>Moza</u>	<u>Swaz</u>	<u>Tanz</u>	<u>Zamb</u>	<u>Zimb</u>
Motivating Employees	3	1	1	2	1	1	5	1	2
Personnel Management	2	4	2	3	4	2	2	4	4
Interpersonal Relations	4	3	4	1	6	5	3	3	3
Technical Skills	4	3	4	4	3	9	9	9	1
Writing Skills	-	5	8	2	-	3	1	3	5
Knowledge of Procedures	3	2	4	4	5	4	7	5	6
Financial Management	4	6	5	4	-	6	11	9	7
Negotiating Skills	-	8	6	2	-	7	6	6	8
Supervision	2	9	3	-	2	8	8	11	7
Bureaucratic Politics	-	7	-	4	-	9	10	5	10

Where the number of two or more coded skills reported was identical, each was given a tied ranking. Angola and Mozambique event rankings below six were not included because the data base for those two countries was too small to justify these distinctions.

Table III indicates that most of the top ten skills in Table I also ranked in the top ten for each SADCC country. It shows that in the nine countries, for instance, more events were reported that involved motivating employees than any other skill in five of them, whereas the second largest number of events involved this skill in two of the remaining four. Events involving skills in personnel management ranked among the first four skills in all countries. Similarly, events involving interpersonal relations appeared among the top six reported in all countries. Angola's first skill need - work scheduling - did not rank in the top ten overall, however.

\* It may well be that professional administrators tend to report in a negative context events ascribable to bureaucratic politics inasmuch as they are seen as "interferences" with "proper" administration. There is also a positive side to bureaucratic politics as well, as when it enables people to get things done more rapidly and efficiently by utilizing informal channels rather than relying wholly on the formal ones.

It can be safely concluded that there is sufficient similarity in the skill requirements of the different SADCC countries to justify the participation of all of them in regional training efforts focusing on the key needs identified in this study. There are some country differences to be sure, but most of them do not involve the high-frequency skills that call for regional attention and action. These can be dealt with country by country.

Another important issue is the extent to which skill requirements of managers in the public, private, and parastatal sectors are similar. The data are set out in Table IV.

TABLE IV  
DIFFERENTIAL SKILL REQUIREMENTS IN THE THREE MANAGEMENT SECTORS  
RANKED IN ORDER OF IMPORTANCE

<u>Public Sector</u>	<u>Parastatal Sector</u>	<u>Private Sector</u>
Motivation	Motivation	Technical Skills
Personnel Management	Financial Management	Motivation
Writing skills	Negotiations	Interpersonal Rels
Interpersonal Relations	Technical Skills	Supervision
Knowledge of Procedures	Supervision	Personnel Management
Bureaucratic Politics	Writing Skills	Negotiations
Financial Management	Personnel Management	Accounting
Negotiations	Accounting	Financial Management
Supervision	Knowledge of Procedures	Communications Skills
Technical Skills	Communications Skills	Project Planning

It can be seen from Table IV that most of the same skill areas appear among the top ten in the number of reported events for all three sectors. Motivation is high in all sectors, although outranked by Technical Skills in the private sector. Accounting appears among the top ten in the private and parastatal sectors, but not in the public sector, where it ranked 14th. Knowledge of Procedures and Writing Skills are important to public and parastatal organisations, but are not among the top ten skill needs in the private sector. Obviously, there are differences, but in addition to Motivation, Personnel Management, Negotiations, and Financial Management are common needs in all sectors. It may be concluded, therefore, that much of the training can be shared across sectors.

Another important issue is the skill requirements of different managerial levels. Table V shows the frequency with which the skill needs were reported at different organisational levels during the study. What stands out in this Table is the fact that basically the same needs appear at all levels. Apparently, Communications Skills, Writing Skills, and Bureaucratic Politics are of less concern at the junior level, whereas Coordination Skills are important to senior managers but less so to middle and junior-level managers.

Inasmuch as most of the training needs are shared at all levels of organisations, types of training that involve multiple levels in the same training exercises may be viewed as practical and useful. This is

significant for organisation-based training activities, such as Organisation Development, in which different levels of management work together in a training exercise aimed at solving specific institutional problems.

TABLE V  
DIFFERENTIAL SKILL REQUIREMENTS BY LEVEL OF MANAGEMENT  
RANKED ACCORDING TO FREQUENCY OF REPORTED EVENTS

<u>Senior Levels</u>	<u>Middle Levels</u>	<u>Junior Levels</u>
Motivation	Motivation	Motivation
Personnel Management	Interpersonal Relations	Technical Skills
Negotiations	Personnel Management	Interpersonal ReIs
Interpersonal Relations	Technical Skills	Knowledge of Proced.
Knowledge of Procedures	Writing Skills	Personnal Management
Writing Skills	Knowledge of Procedures	Financial Management
Financial Management	Supervision	Supervision
Bureaucratic Politics	Negotiations	Accounting
Co-ordination	Bureaucratic Politics	Negotiations

An important question to be addressed at the macro level is the extent to which the reported events identify skills used by the respondent himself, as contrasted with those involving subordinates, a colleague, a superior, or someone in a different organisation. The most striking finding is that motivation skills come up more frequently in connection with subordinates (managers complimenting or criticizing the exercise or want of appropriate work attitudes or habits) than in reports about one's self or one's colleagues. People cannot be taught or trained to be motivated. The problem of motivation lies more with the managers than with subordinates. And managers can be taught how to motivate their subordinates, including how to create a work environment conducive to positive work attitudes.

At both the micro and macro levels, therefore, it is apparent that there is a strong commonality of needs among the skills identifiable from management experiences in different countries, among different sectors, and at different levels of administration. Not all management deficiencies are remediable by training, to be sure: the experiences studied for this report could also be examined to see whether they reveal deficiencies in organisation, attitude, procedure, and selection. But most of the management events produced in this study show that performance can be clearly improved by training. Scores of specific reports testifying to the value of training occurred in this survey. A typical comment was:

After attending a management course I found it was easier for me to supervise my juniors. As a result, I found my work went more smoothly.

Another manager said:

I recently sent my Transport Officer to attend a Transport Supervisory Course. When he returned to his station, he had greatly improved his supervisory

ability. With the new knowledge he acquired, the control and movement of vehicles, the proper use of fuel and correct procedures,...he improved the operation of his section. His improved relations with workmates provided conclusive evidence that the training was effective and beneficial, not only to the person himself but also to the Government.

Praise of training was not universal, but specific criticisms were rare:

Management performance was hindered when our trainees were given skills that could not be used or lead to a promotion.

Diary activities, of which there were over 1,000 reported, were coded in accordance with categories of managerial work as set forth in Henry Mintzberg's The Nature of Managerial Work (New York: Harper and Row, 1973). Research in both public and private organisations led Mintzberg to identify ten managerial activities grouped into three major categories: first, the interpersonal roles of figurehead, liaison, and leader, second, the informational roles of monitor, disseminator, and spokesman, and third, the decisional roles of entrepreneur, disturbance handler, resource allocator, and negotiator. Application of the raw data to these categories resulted in the information presented in Table VI.

TABLE VI  
CLASSIFICATION OF DIARY ENTRIES IN ACCORDANCE WITH MINTZBERG MODEL

Resource allocator	345
Entrepreneur	120
Liaison	114
Spokesman	111
Monitor	89
Disseminator	86
Negotiator	75
Leader	54
Disturbance Handler	26
Figurehead	20

An additional sixty-three activities did not seem to fit within the model under any of the above categories.

If the decisional roles of resource allocator, entrepreneur, disturbance handler, and negotiator are grouped together, they account for approximately half of all activities reported. Except for the negotiator function, which includes external relationships (and accounts for only 75 activities), the decisional roles are internally focused. So also are the informational roles of monitor, and disseminator, accounting for almost two hundred additional activities. Even if one assumes that the interpersonal roles of liaison, leader, and figurehead are largely externally focused, and these are added to the negotiator and spokesman roles (75 and 111 activities respectively), the number of externally focused activities amounts to only one-fourth of all activities reported.

What is the significance of this distribution? It suggests that managers spend most of their time dealing with the internal operations of their organisations. Given the oft-repeated complaints of inadequate co-ordination among the various functional activities of government, the lack of attention to environmental and external relationships by top government managers emerges as a possible source of the problem. It may also be that lack of adequate depth in the management cadre causes many trivial internal problems to claim the attention of top public managers. The events data clearly support this latter point as part of the explanation.

It is also worth noting that most management training programmes throughout the world - not just in the SADCC region - focus far more heavily on the functions of internal management than on those that require appraisal and understanding of the external environment, taking advantage of the opportunities it offers and responding to the challenges it presents. Nevertheless, studies of successful managers, of which those by Mintzberg constitute an example, suggest that these individuals give great attention to their external relationships, spending far more than one quarter of their time on such activities.

These findings have great significance for management training programmes, for they suggest that far greater attention needs to be given to development of interpersonal skills and environmental appraisal skills, including a better understanding of the political, social, and economic environments to which organisations must effectively relate to achieve top-level performance.

## Summary

Macro-level findings point to a number of training needs that are summarized as follows:

(1) Managers need substantial training in motivational skills, interpersonal relations skills, negotiating skills, and in the intricacies of bureaucratic politics. Traditional teaching methodologies do not easily provide these skills or the attitudes that must be present if the skills are to be used effectively.

(2) Training needs identified in the micro-level analysis are reinforced by the macro-level analysis in such areas as knowledge of rules and procedures, accounting, writing skills, personnel management, and negotiations.

(3) Similar needs are present to essentially the same degree in all the SADCC countries, suggesting that regional approaches in responding to them can be viable.

(4) Needs are sufficiently similar across the public, private, and parastatal sectors to justify training efforts involving participants from all of them, subject to some special needs in the private sector and others that are not significant in that sector but present in the others.

(5) There is substantial similarity of need at all management levels within organisations, suggesting that in-house, multi-level efforts using organisation development methods may be highly effective in improving organisational performance.

(6) There is a substantial need in training programmes, particularly for persons at top and middle levels of management, to give greater stress to understanding the political, economic, and social environment in which government organisations operate, and to the development of skills necessary to the co-ordinative and collaborative relationships essential to responding to environmental challenges and opportunities.

(7) There is general agreement throughout the region that training is an effective method of improving managerial performance.

Obviously, SADCC cannot respond to all the training needs of the region. Most training must be done by training institutions, public and private, within each country. Training needs, to be considered appropriate subjects for SADCC action, should meet one or more of the following criteria:

- o If they offer an opportunity for economies of scale when undertaken regionally (for instance, a course or programme that would not achieve a sufficient demand if undertaken on a country basis alone);

- o If they reflect a problem that has regional significance (for example, the management of resources uniquely important to the region, such as expatriate personnel);
- o Where the issues involved would be sensitive if undertaken by individual nations, but would become politically acceptable on a regional level (for example, the management of corruption at middle levels of the civil service);
- o If resolving the training needs would require a comparative perspective or a differentiated base of experience that is not available on a country level (for example, managerial relations with village leaders where local resources and potentials vary);
- o If undertaking the training as a SADCC activity would decrease regional dependency (for example, if local training facilities can be developed to replace imported consulting services)
- o If the SADCC effort addresses a region-wide problem in the management training field (such as over-dependence on assembled courses to the neglect of organisation-based training, over-dependence on non-African training materials of limited relevance, or lack of opportunities for applied research as a basis for developing new training materials).

## FINDINGS AS TO PRESENT TRAINING EFFORTS

As well as analysing training needs within the region, the SADCC study undertook an examination of the measures currently employed by user organisations to strengthen the management cadre. Leaders of the three sectors (public, private, and parastatal) were found to be far from complacent about the shortage of management skills. Governments are spending precious foreign exchange to send promising young people abroad for training in development fields. Parastatal corporations have actively supported organised programmes of in-house training for their younger staff members, emphasising management skills along with technical knowledge. Private companies, where their resources have permitted, have taken advantage of the many certificate and special short-term courses in management that are offered in various countries of the region.

The efforts among these organisations have been far from uniform, but the need to use training to improve the present performance of their managers and to address future needs as well has been widely recognised.

However, existing measures have not proved as successful as had been hoped. Training abroad is a costly and not always efficient way to improve managerial performance. Many countries, therefore, have had to postpone management training investments in order to accommodate even more pressing needs in other fields. Thus, although Lesotho sent 716 students to foreign countries for various academic degrees in 1984, none of them was studying management sciences. Yet academic training is considered an asset in managers, regardless of field, and these countries were not well supplied with higher education during the colonial era. For example, only 76 of Zambia's 16,334 public managers in the executive and administrative ranks have university degrees. Catching up is no easy task. But decision makers in most countries prefer to use their scarce foreign exchange for other forms of training, leaving to local or regional institutions the task of adding the management component to the education of those who will assume leadership roles in their organisations. This necessary choice places a heavy burden on the SADCC countries themselves to provide management training.

Some data about current training efforts in the SADCC countries are available, but they do not permit a systematic country-by-country comparison, as the statistics have been collected and recorded by different procedures to serve different purposes. However, even though these efforts cannot be compared directly, it may be useful to report some of them. Malawi data indicate that only 2 percent of its senior managers in government service have any management training at all, only 5 percent at middle levels, but thanks to increasing educational opportunities, 10 percent at lower levels. Lesotho has provided 1,932 person/days of training in administration for public and parastatal managers through its Institute of Public Administration, and 310 person/weeks at the Institute of Development Management. Botswana data show that all together there have been 62 person/years of training in management sciences among the 6,600 public servants in the top levels of government. Tanzania lists an

estimated 735 person/years for its 56,694 top managers. Zambia provided 285 person/years of training between January, 1983 and August, 1984 for 16,334 public managers.

When resources are adequate, the private sector also takes management training very seriously. The Anglo-American Company, one of the largest private corporations in Zimbabwe, has made major efforts to increase its supply of African managers by training through the ranks: it conducted over 65,000 collective days of training in 1983. For its 387 top managers, it provided 400 person/days of training, largely in the form of in-house courses offered by private consulting firms. British-American Tobacco, a much smaller company, sent 18 of its 37 managers to one-day courses at the Institute of Personnel Management and the Zimbabwe Institute of Management, 10 more to two-week courses in London, and 8 to a two-week course at the University of Zimbabwe. The Lesotho Telecommunications Corporation, a parastatal organisation, offers training courses of sixteen weeks for all new employees, as a prelude to further technical training in Malawi, and in preparation as well for management training at the Lesotho Institute of Public Administration and the Institute of Development Management.

National Training Opportunities. If the SADCC countries will be obliged to meet the majority of the region's management training needs internally, then the capability of existing training institutions in the region becomes a crucial determinant of the speed with which SADCC's management potential can be increased. Management training available at the national level varies widely in scope and content. There are many free-standing courses lasting one to three days in such subjects as time management, supervision, job analysis, stores administration, project formulation, managerial finance, extension services, and corporate planning strategy. Many opportunities exist for current workers to attend such programmes. For example, it is possible to become a licensed accountant in several SADCC countries after two years of part-time training. Thereafter, one can become a registered accountant in another two years, and a fully qualified professional or public accountant after an additional fifteen months of similar training. Finally, commercial consulting groups provide in-service training for private and parastatal corporations in fields ranging from agriculture to data analysis and environmental studies.

Several large private corporations offer technical and management courses for their own staff, and for each other on a contract basis. There are also professional societies that assist their members by providing training in personnel, accounting, and other fields. Finally, most countries in the region have national institutes of public administration, under various names, which offer one to two-week programmes on national problems including decentralisation, management practices, organisation and methods, personnel management, and finance. Longer certificate courses are also available through them and through regional institutes in such fields as health management and transportation.

For young people preparing to become managers in later life, most of the universities in the region have departments of politics and administration or of commerce and business that offer programmes for undergraduate majors. Courses in accounting, while not in themselves

management courses, provide a foundation for management study. Graduate programmes in public administration have already started to operate in Tanzania and Zambia, and Zimbabwe is planning to start courses in 1985. Enrollments are extremely small, yet nearly all of these programmes are in some sense responding to market needs since they are financed by tuition fees or contracts. As yet graduate management education is minimal, a major impediment being the limited number of persons holding undergraduate degrees and therefore eligible to enroll for graduate work.

Regional Training Opportunities. The region has a variety of education and training institutions in the management field. The Eastern and Southern African Management Institute (ESAMI) is probably the strongest of these, but draws its clientele from a wider base than the SADCC region alone. In November, 1984 ESAMI sponsored a conference in Harare, Zimbabwe that brought together the heads of management training institutions from both the SADCC countries and from East Africa to discuss their common problems and the regional assistance that ESAMI might provide. The meeting, financed by the World Bank, the Canadian International Development Agency and the International Labour Office, also considered initial steps toward the formation of a regional association of management training institutions, with ESAMI temporarily providing a secretariat. Such an association can be immensely useful in the promotion of improved management training, but to perform this role it would need substantial donor support.

The Institute of Development Management (IDM), with headquarters in Gaborone, has training centres in Lesotho and Swaziland as well as in Botswana. Its basic responsibility is to those three countries, but it accepts trainees from other parts of Africa on a space-available basis when BLS needs are met.

The Pan African Institute of Development (PAID) has an English-language training centre in Kabwe, Zambia, which seeks to meet regional needs in rural development management, serving Eastern as well as Southern Africa. Its present physical facilities are temporary and to be vacated in a year or so, although steps have been taken to build on a new facility on land already provided by the Zambian Government. PAID headquarters in Cameroon maintains overall control of its activities.

At Mhlume, Swaziland, the Mananga Agricultural Management Centre (MAMC), supported by the Commonwealth Development Corporation, with additional funding from a variety of donors, gives courses on the management of agricultural activities. Its students come from many African countries, as well as from South Asia and the Caribbean.

These international institutions are meeting some of the region's management training requirements, and they possess the potential for meeting many more of them. None is a SADCC regional training entity per se, for SADCC has not as yet designated any institution as a SADCC entity. There is no pressing need that a specifically SADCC training institution be created. Rather, there is need to expand existing programmes and make them more responsive in addressing the training deficiencies of the region.

From the education and training opportunities described in the

preceding paragraphs, one might conclude that there is very extensive activity in the management training field. Such, however, is not the case. In a region of many millions of inhabitants with diverse linguistic, economic, cultural and infrastructural features and a population that inherited with independence virtually no widespread foundation of higher education, the above-described effort can do little more than scratch the surface of a vast need that will take many years to satisfy.

## FINDINGS AS TO INSTITUTIONAL CAPABILITY

In terms of the overall number of national and international management training institutions in the SADCC region, training facilities are certainly inadequate. In addition, the distribution of facilities is most uneven, with some individual countries worse off than others. Mozambique, for instance, is without the services of a genuine institute of public administration or management capable of meeting the needs of higher-level officials. A major reason for not creating new institutions, however, is the lack of adequately prepared faculty to staff existing schools and institutes in the management field. A further problem is the high cost of creating the necessary infrastructure.

This is not to say that existing institutes should not in a number of cases be expanded, if resources can be found, or that new programmes should not be created in the region's universities. Particularly at the graduate level, new or expanded university programmes in administration and management are badly needed, for students continue to be sent to other parts of the world for degrees they should be able to acquire in the region. Nevertheless, the problem still remains of too few university graduates ready to undertake postgraduate management education, suggesting that careful studies need to be made regarding potential student enrollment in new or expanded programmes.

### Problems at the National Level

One of the more serious problems, revealed not only by visits and interviews but also by repeated management events, is the plight of National Institutes of Public Administration. These institutions face severe difficulties. They almost universally report frustration at the quality of their own performance and the support they are receiving. In general, these training centres are responsible for meeting the pre- and post-entry training needs of the public services at both national and local government levels. Management events and interviews with officials reveal that in general these needs are being poorly met if met at all. The widespread ignorance of rules and regulations revealed by the events is a case in point. The events also indicated that institutes have been unable in many cases to respond satisfactorily to requests for special studies or consultation assignments. Several governments have tried to use the national training institutions to help perform policy analyses of controversial new programmes, or to install management information systems and registries, but all too often they have been frustrated because the required skills were not available from within the institutes' overcommitted faculties. Cases showing both types of experiences were reported:

I asked the Institute to prepare the study of the functions of the headmaster in our school system, but they confined their work to theoretical and economic concerns without undertaking a study of the real problems.(168)

The Ministry that handles training did not consult us on our training needs and went about the task in its own merry fashion offering us irrelevant training.(1356)

My employees could not write project proposals as they had studied only theory abroad and lacked practical experience.(1612)

After attending the basic personnel management course in .....Institute, I was able to prepare estimates. I did them so well that my supervisor was really amazed.(202)

Evidence of these inadequacies also emerges from views expressed by client ministries, examination of the scope and content of training programme curricula, comments by staff members, and the inability of the institutes in most cases to offer top-level management training.

Reasons for inadequate performance on the part of the national institutes are well known in the administration training community. In November of 1984, many of them were laid before the conference organised in Harare, Zimbabwe, by ESAMI, as the record of that meeting amply reveals. Nearly all directors or principals agree that the following are among the basic reasons for unsatisfactory performance:

- o poor calibre and excessive rotation of teaching staff, many of whom are assigned to the institutes without suitable training in either the subject matter or methods of instruction;
- o excessive teaching loads that leave inadequate time for course preparation, to say nothing of materials development, applied research, or special assignments;
- o few and poor quality teaching materials, many of them of limited relevance in the African environment, and no funds to acquire or develop new materials;
- o inadequate library facilities;
- o absence of research and consulting opportunities for the staff, even were they prepared to take advantage of them;
- o low salaries caused by limitations of public service pay scales; this restricts recruitment of more qualified people even when positions are open to people not employed in the public service;
- o inadequate or poor physical facilities, i.e., offices, classrooms, conference rooms, hostels, etc.;
- o inadequate attention or policy support from the responsible ministry officials;

o absence of incentives to undertake other than routine activities, as any earnings-from work performed go to the government treasury rather than the institute budget.

Many of these can be summed up as a lack of institutional autonomy with respect to programme design, employment policy, salary scales, and control over revenues, whether budgetary or earned-for-services.

The above difficulties are, of course, generalisations which do not necessarily apply to all or any particular institutions. The problems are sufficiently widespread, however, to constitute a major cause for concern and a serious impediment to effective public service management training. Some, such as autonomy in programming, hiring, and salary matters, are resolvable only by changes in public policy.

In some countries of the region there are a sizable number of private training institutions, some offering certificate programmes and correspondence courses, available to both public and private sector employees. Many cover only office and clerical skills, bookkeeping, some accounting, and similar subjects. A few also purport to offer training in administration and management. Government efforts to control quality or even to set standards are of limited effectiveness. Nevertheless, some of the private training institutions are well established and enjoy favorable reputations in management training. Additional in-house training centres or institutes are operated by some of the larger corporations and parastatal enterprises. Support for in-house training tends to fluctuate with the financial wellbeing of the enterprise and some centres have a rather varied history of effectiveness.

As with public training organisations, most of the private institutions rely solely on classroom training. A few function by correspondence. In either case, the materials employed for instruction are mostly if not entirely of non-African origin. Little or no research is done, and in few cases is consulting work a part of the institution's activities.

#### Problems at the International Level

In general, the international management training institutions in the region discussed earlier in this report have stronger faculties and greater capability than most national institutions. They share a number of common problems, one of the most serious of which is financial. Assembled courses are the life blood of these institutes, for they depend on tuition fees for the greater part of their income. THIS PLACES A PREMIUM ON LARGE ENROLLMENTS AND FULL ENROLLMENTS IN THE COURSES THEY OFFER. It also tends toward a training "disease" that might be called "coursitis." Persons suffering from this disease come to view the solution to nearly all perceived administration or management problems as the creation of another course.

The financial plight of the institutes is not identical, however. The Mananga Agricultural Management Centre (MAMC) enjoys the support of the Commonwealth Development Corporation, and a variety of other donors, but

the effort is still made to minimise the annual subvention needed from the Commonwealth Development Corporation. The Pan African Institute for Development (PAID) at Kabwe, Zambia, focusing on the field of rural development, has had international donor support through its parent organisation in Cameroon. The Institute for Development Management (IDM-BLS) has enjoyed substantial donor support in the past, primarily from the Canadian International Development Agency (CIDA), but this has now been phased out. The Eastern and Southern Management Institute (ESAMI), while having some faculty supported by the World Bank, still depends on fees from students for 90 percent of its income. Member governments belonging to ESAMI are supposed to pay annual contributions as general support, but not all have done so.

Although dependence on the training market place may be thought by some to keep institutions focused on meeting real needs, based on what people and/or governments are willing to pay for, this is only partially true. There is a great need for development of new teaching materials, such as case studies based on African experience. This requires research and case writing skills that almost none of the African faculty of the training institutions possess. Even when they have such skills, faculty are too pressed to meet classroom schedules to devote time to research and case writing, to say nothing of textbook development. Another major concern of successful management training institutes is consulting.\* Although some consulting work is done by faculty of the international institutes, it is minimal. Many faculty lack experience in consulting and hesitate to undertake such assignments.

It also follows from the pressure to fill the classrooms that little or no training is being carried to the client except in the form of packaged and some tailored courses given for the client's employees on the client's premises. ESAMI offers a large number of client-based courses every year. PAID and MAMC have done some of this as well. This is a useful undertaking and a major step in the right direction, but it is a long way from here to organisation development (OD), action training, and the types of training interventions that focus on solving real management problems in the work place. It would appear that no training institution in the SADC region possesses the capability or the resources required to undertake this type of activity. Nevertheless, experience in many parts of the world has demonstrated organisation-based training to be the most effective way of improving organisational performance.

The study indicates that training institutions in the SADC region, whether national or international, tend to use a limited range of the training strategies. Thus, for example, dealing with motivational needs requires teaching procedures that are simply not available in the region. The same is true of various aspects of interpersonal relations, negotiation, and even of supervision. Standardised, lecture-based material that neither demands much of the trainees in terms of active participation, nor relates directly to the problems they encounter in their job situations, is simply inadequate for dealing with many of these issues.

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\* See, for instance, Milan Kubr (ed.), Managing a management development institution, (Geneva: International Labour Office, 1983).

Despite these problems, it is clear that the majority of the training needs identified by the study can be served by up-grading or expanding the capabilities of institutions now at work in SADCC countries. Existing institutions in the region offer an adequate base from which to launch a major effort to improve management performance in such situations as those described in the management events and activities. An important precondition for this major effort, however, is a reconsideration of the training strategies and teaching approaches commonly used in the region, and the training of faculty to help develop and to employ more relevant, effective, and appropriate methods. The implications of this precondition are developed more fully in the following section.

### Alternative Training Approaches

The material that follows on training approaches is not derived from the SADCC study, but draws upon a wide range of literature and experience in the management training field from both the more and the less developed countries. A brief bibliography of this literature appears in Appendix B.

Trainers have long known that the lecture method of instruction is useful to impart general knowledge, and that the effectiveness of the lecture is enhanced by reading and discussion. This method is relatively useless, however, if what is being taught involves skills that must be practiced to be mastered. One does not learn to swim without getting in the water, or to do accounting without solving accounting problems.

Similarly, people may study the theory (by reading and lectures) of work scheduling or personnel management, but until they have actually developed work schedules and applied them or faced unhappy employees in a personnel management crisis, they cannot claim to have any skill in these activities. To impart greater reality to the professional education and training processes, the case method was developed in which participants in the learning process discuss and debate issues derived from real-life situations in government or business management. The case remains, nevertheless, only a simulation of a past reality. However heated the discussion that case studies evoke, participants lack the emotional stress that real, live situations impose upon them.

On-the-job training is viewed by many trainers as the most effective way to prepare people for the real work situation. This does not mean just a course organised on the premises of an agency or enterprise, however. It means training people on the job to do their work more effectively, dealing with real and not simulated or theoretical problems.

For top managers, training in the organisational setting must often focus on attitudes, management styles, and specialised analytic and communications skills. INDEED, IT IS PRECISELY IMPROVEMENT IN THESE AREAS THAT IS THE KEY TO PREPARING TOP MANAGERS TO MOTIVATE THEIR SUBORDINATES DOWN THROUGH THEIR ORGANISATIONS. Special training methods and skills are needed to conduct such training interventions. In some instances, multiple-level efforts cutting across traditional lines of authority and responsibility. combine consulting and training and seek to solve institutional problems and improve institutional as well as individual

performance. Such organisation development (OD) activities must be preceded by a careful diagnosis of the institution's mission, structure, capabilities, and problems. - - -

Training strategy involves the selection of the most suitable form of training to accomplish a training or educational objective. This may involve sending a person abroad to get an advanced academic degree to build instructional capability in a training institution. It may involve designing a new programme to train accountants which could be adopted by institutions throughout the region. It may necessitate a series of organisation development interventions in parastatal enterprises aimed at improving productivity. It may involve creating a special series of regional seminars for permanent secretaries of agriculture ministries to focus on common managerial problems of the sector. The ability to select the most appropriate strategy implies that the various alternatives are available. For most of the institutions of the SADCC region, only a limited set of strategies are currently available. Teaching staff lack the specialised training and experience to undertake key strategies, such as top management workshops or organisation development interventions. Specialised training materials for such work remain to be developed.

Training methodology involves using the most appropriate method in keeping with the selected strategy. In general, the more participative the method, the greater the learning that takes place. Similarly, given people with adequate general education, the more relevant the training to the work place, the more likely it is to have an impact on organisational performance. Training people only in accounting theory would be a waste of time if trainees never worked at solving accounting problems. To lecture top officials in supervisory techniques would be a most inappropriate method if the instructor has had no real personal experience as a top manager. Again, the methodologies available to SADCC region management training institutions are limited by staff untrained in many of the methods, and by lack of teaching materials and equipment required by some of the most appropriate methods.

#### The Need for New Resources and Strategies

If higher levels of organizational performance are to be achieved, changes in both content and methodology must be introduced into the training process. Simply adding new courses can contribute very little to the ends served by the more innovative and participative strategies. What is needed, rather, is training that merges theoretical with immediate problems, and a strategy of using applied research and consulting to reinforce training. Training should be seen as a workplace phenomenon as well as an academic enterprise. It should concentrate on actual issues and problems so as to achieve immediate improvements in structures, systems, procedures, and attitudes. The strategies for achieving this objective require a deployment of faculty and administrative resources in ways not hitherto available for such purposes, even though they are known to constitute the most cost-effective means of advancing immediate objectives while serving long-term ends. DEVELOPING SUCH CAPABILITIES WILL REQUIRE NEW FORMS OF FUNDING AND NEW MODES OF TRAINING AND RESEARCH.

Introduction of new strategies involves a long-term commitment. One needs to be realistic about the speed with which training can work its magic; nor should it be taken for granted that existing courses and programs, even if greatly enlarged in size and improved in quality, can cumulatively substitute for the proposed new strategies. Training can make a difference, but IT MUST BE FULLY RELEVANT TO THE NEEDS OF THE ORGANISATIONS IT IS INTENDED TO SERVE.

The data contained in this report on the SADCC region's management training institutional capability are not intended to be critical of the great effort currently being made. Given available resources, financial and technical, both international and national institutions are doing about as much as can be expected. The four international institutions are for the most part stretched to the limit of their resources. Existing efforts and methods of training are appropriate and useful for many situations, and they provide a critical base from which to develop needed new approaches. In a later section, this report addresses the means by which this base can become the springboard for new strategies of management training. However, to move toward a wider range of strategies, a substantial infusion of both financial and technical resources is imperative.

- - SUMMARY

Analyses of both the management events and diary entries confirm the importance of management to the development efforts of the nine SADCC countries. The analyses also indicate a variety of ways in which management performance can be improved through training. The events and entries suggest as well that training needs to be made more relevant by a greater focus on real problems as they are encountered in the work situation through the development and use of locally-derived case studies and through greater attention to organisation-based training.

The data also reveal that top managers to be successful require skills and attitudes that are difficult if not impossible to acquire in the typical classroom setting, even were they able to set aside time to attend training sessions. The skills and attitudes involve such matters as communication and negotiation skills and managerial styles that impact favorably or adversely on employee motivation and organisational performance.

Training institutions, both national and multi-national, are working hard to meet the managerial needs of the SADCC countries. Most, particularly those serving international constituencies, are driven by economic necessity to offer assembled courses to as many students as can be recruited. Whereas most of these courses are worthwhile and should be continued or even expanded, the financial pressure means that little or no time can be spared for unfunded research, materials development, or even consulting activities that preempt classroom time unless they lead to funded courses for the future. In other words, training institutions are unable to carry on important research, developmental, and innovative training activities for lack of needed financial resources. It is also clear that many institutions lack as well the highly trained professional staff to move into applied research, top-level consulting, and the type of organization-based training needed to bring about more effective development program management.

Considerable time as well as money will be required to overcome the financial and professional staff deficiencies of the key management training institutions in the SADCC countries. If assistance is provided on a regional rather than a bilateral basis many economies of scale can be realized, SADCC itself will be strengthened, and a focus can be kept on training needs that are region-wide. By building on existing programmes and extending limited resources over a wide institutional base, important improvements in management training capability can be attained.

The fundamental problem to which the report now turns is that of finding a suitable mechanism for the delivery on a regional basis of funds, essential technical assistance, and other resources to those international and national management training institutions serving already recognized regional needs and which are willing to respond to the challenges of new strategies and methods.

## THE SEARCH FOR AN ASSISTANCE INSTRUMENT

Before considering a suitable assistance instrument, there are a number of factors that must be taken into account if any subsequent recommendations are not to conflict with existing realities.

1. The SADCC Regional Training Council (RTC) has never designated any training institution as a SADCC institution. Rather, it has supported courses in various institutions by means of a "project". Consequently, there is no SADCC regional management training institution, as such.
2. There is no existing management training institution that serves the SADCC region exclusively. There are a few that currently are open to all SADCC countries but serve other African countries or regions of the world as well.
3. SADCC policy is to consider creation of new institutions as a low priority (last resort) measure, whereas the strengthening of existing institutions has a high priority.
4. SADCC is not a legal entity with legal personality. Donors wishing to support its sectoral activities have in the past done so by donating resources to the country entrusted with the particular SADCC sectoral portfolio involved.
5. SADCC has granted the manpower development portfolio to Swaziland, and this carries with it the chairmanship of the Regional Training Council. It also makes Swaziland the appropriate country to receive whatever resources the RTC can find to support SADCC manpower development efforts.

What is basically needed is creation of a resource pool for which contributions can be sought of both funds and technical assistance to be used to strengthen the management training institutions of the region. Management of such a pool might be made an additional function of the Regional Training Council Secretariat. However, the Secretariat is neither structured nor staffed to engage in a major technical assistance effort, and its hands are full with its present activities.

A second alternative would be to create a resource pool within an existing training institution, and entrust it with responsibility for allocating funds and assistance to other training institutions of the region. Inasmuch as there is no SADCC institution as such, the choice would be a difficult one. SADCC members would likely disagree on the institution to be so favored, for all other institutions would by such a decision find themselves relegated to secondary status.

Still another possibility is that of creating an entirely new SADCC management training institution and concentrate on building into it the

technical and resource capabilities the region needs. The idea of a super management training staff college ~~is~~ not without appeal. However, not only would such a step violate the RTC's priority of strengthening existing institutions rather than creating new ones, very large sums of money would be required to build the physical facilities and provide the institution with qualified faculty. Indeed, such a large amount of resources would be required by the new institution that very little would likely be left over for existing institutions. This does not seem a very useful approach for SADCC to take.

Still another possibility is the creation of a special office, related to but not part of the RTC Secretariat. Its sole function would be the provision of technical assistance and other resources to existing management training institutions. Thus it would not compete with other organisations but rather would reinforce their efforts. No claim would need to be made on SADCC country budgets, for many activities would be self-supporting. Large amounts of money would not be required either to house or to staff it, no new training institution would be created, and maximum benefits could flow to those institutions already striving to meet regional training needs.\*

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\* If and when an Association of Management Training Institutions of Eastern and Southern Africa comes into existence, as was proposed in Harare in November, 1984, a useful step will have been taken. The association should be viewed as a likely beneficiary of a resource pool rather than as an institution to which such a pool might be attached at this time. The association will still not be a SADCC institution, for it will belong to and serve a broader constituency. Furthermore, it will inevitably reflect many of the weaknesses of its constituent members and could not by dint of its own efforts meet many of the needs identified in this report.

## RECOMMENDATIONS

Creation of a management training resource pool is the first step toward a truly regional approach to management training. What is recommended is the creation by SADCC of a Management Development Resource Centre (MADREC) to which member countries may contribute and for which the Regional Training Council may seek outside resources to accomplish the management training tasks needed within the region and identified in this report.

The Centre should be provided with a professional staff, working under a multi-year commitment, who would offer technical assistance as well as financial support to existing national and international management training institutions in the SADCC region. It must be adequately monitored to insure that internationally-funded projects carried out in SADCC's name can be fully responsive to region's needs and to those of the individual member countries.

As a resource designed to function as an activity of the Regional Training Council, and acting independently of any existing institution, the Centre should be located in Swaziland but be responsible for management development projects carried out in support of existing training institutions in all nine member countries.

The Centre staff should not be expected to be "operational" in the sense of undertaking to conduct any training programmes, though it should be prepared to assist existing institutions in the research, consulting, and course development efforts that will be required to implement many of the recommendations. It should be logistically self-contained rather than dependent on the resources of SADCC or the host country in which it is working. It should itself be funded by international donors on a multi-year basis and by fees for services. It should not be a financial burden to SADCC or to the SADCC member countries. A proposal setting out the organisational requirements and potential future development of the proposed Centre is to be found in Appendix A.

Among the many steps that the Regional Training Council should undertake through MADREC in pursuance of these recommendations, the following deserve high priority:

- o The international training institutions in the SADCC region, ESAMI, IDM (BLS), MAMC, and PAID should receive immediate support and assistance in upgrading professional staff, expanding training strategies, developing consulting and research capability, preparing case studies and other teaching materials, and increasing their regional effectiveness.

- o The national institutes of administration should receive special attention from the proposed MADREC to help them function at the level required for a major upgrading of management performance. Some of their current difficulties arise out of problems of organisation and structure that lie beyond the authority of the Regional Training Council or even of SADCC itself. Those that can be addressed by training should receive prompt attention, however, since the "training of trainers" is obviously an

extremely attractive strategy for improving performance. Proposed programmes for national institütēs are described in Appendix C.

o Training in how to motivate requires the development of teaching procedures that are not available in the region. Even in industrialised countries, the art is still considered to be a matter of personal talent and imagination, though organisation theorists have begun to develop systematic means of heightening the skills of most managers to deal with such problems. Most significant from the point of view of the SADCC countries is the fact that these skills are closely related to specific administrative and cultural conditions. Techniques for improving performance on this score, beyond provision of adequate employment conditions, include special motivators, a reinforcing managerial style, skill in organising participation, and using structural conditions as resources for staff development. The need for devising approaches to this problem is one that should be addressed early by the resource centre in its efforts to improve the service capacities of existing training institutions.

o Recognition of the importance of bureaucratic politics is the most recent innovation in the analysis of managerial behavior. In some settings the analysis of inter-organisational transactions and personal relations of individuals within an institution are too sensitive to be dealt with openly in training situations, and managers are left to their own devices to find ways of maximising their effectiveness within the organisation. But the forthcoming style of the top managers encountered in this study confirms the possibility of treating the problems of bureaucratic politics creatively and openly here. Such an effort can be mounted much more effectively on a regional than a national basis, and an initial effort on that basis should be a high priority.

o MADREC should develop new and expand existing training activities in professional accounting. New training methodologies, and professional standardisation can be introduced on a regional basis more readily by the proposed MADREC than by any single existing institution. Since some new regional activities are already contemplated for the BLS countries, MADREC can start by seeking support for those plans, with the expectation that resources now on hand in Zimbabwe and other countries should also be eligible for SADCC-sponsored expansion. Suggested programmes are described in Appendix C.

o The problem of insufficient knowledge of rules and procedures hampers the performance of public sector employees in all countries, despite existing induction procedures and other forms of in-service training. MADREC should undertake a study of (1) minimum requirements of such knowledge at middle and lower levels of the civil service, (2) optimal procedures for communicating that knowledge to the largest possible number of civil servants in the shortest possible time, and (3) administrative mechanisms for using existing institutions in carrying out the necessary training programs. This study should be followed by a programme of action, since the subject is almost certain to produce immediate programmatic results.

o In-service training, including on-the-job rotation and the

induction of new recruits to the organisation, is a problem that can often be addressed efficiently through a combination of consultation and training by national institutes of administration. At present, however, most of them are neither qualified nor disposed to deal with such problems in the workplace, and they need professional assistance to develop such capabilities.

o Permanent Secretaries recognise that there are areas where their skills and knowledge are severely tested by the responsibilities of office, and the resource center should take immediate steps to help them gain the skills they need. It is obvious that providing them through conventional training courses is not a practical solution. Instructors in the international and national administrative training institutions of the region are not familiar with the functions of Permanent Secretaries except indirectly, and their perspectives and experience do not qualify them to offer instruction to their hierarchical superiors. Nor are Permanent Secretaries able to spare long segments of time for training assignments or likely to find it convenient to work with their counterparts in different sectors.

What is proposed, therefore, is that top-level workshops and seminars be organised regionally and by sector. For example, Permanent Secretaries of Health in the nine countries might be assembled in one place for a weekend of mutual consultation and discussion that would enable them to compare notes on managerial problems in that sector in different situations. At the same time they could learn from each other as well as study innovations in basic management techniques in a carefully arranged setting at which recognised technical experts in those fields were invited to serve as resource persons. Similar seminars in transportation, agriculture, and education could be offered over a two- to three-year period until the need has been met.

o Private sector and parastatal training needs closely resemble those identified for public managers for the most part, but their greater reliance on technical skills of various types emerged clearly from the management events gathered in this study. Large multinational corporations, of course, have access to international sources for such training, but smaller enterprises, especially those managed by Africans, as well as parastatal organisations, have to rely for the most part on existing training institutions. For that, and other purposes, MADREC should have resources to bring in technical experts on short assignment as needed.

o Some of the problems of management identified in this study can be corrected only as the total supply of professionally trained managers is enlarged and as organisations themselves become the objects of performance improvement efforts. Research and consulting efforts aimed at achieving higher levels of output and performance can and must be reinforced by in-house training to obtain optimum results from the introduction of new systems and procedures. All these efforts together should impact on the workplace to make it more congenial for everyone who works there. This, plus improved managerial style, is the best way to resolve the motivational problems this study has highlighted throughout the region.

## APPENDIX A

### CREATION OF A MANAGEMENT DEVELOPMENT RESOURCE CENTRE

The key element of the recommended strategy to respond to the management training needs revealed in this SADCC study is the creation of a Regional Resource Centre which can channel funds throughout the SADCC region and to which schools and institutes can turn for assistance. To be known as the SADCC Management Development Resource Centre (MADREC), the Centre should function for a period of from fifteen to twenty years. If supported at an adequate financial level, it will have a significant impact on the capabilities of schools and institutes of the region. In turn, the output of their programmes will be an enlarged number of better qualified managers and administrators to enhance development performance in each country.

The task is a large one and requires long-term commitment to management improvement through action-training, research, and consulting activities, along with more traditional training methods. A major materials development effort is required covering all fields of management training through support for case writing, African-relevant text writing, and creation of media-usable teaching items and other materials for instructional use in the classroom and the workplace. A single training institution cannot be expected to accomplish such an enormous task, hence multiple institutional resources must be mobilised.

## Functions of the Management Development Resource Centre

### Consulting Activities

o Provide assistance and counsel throughout the SADCC region to both international and national education and training institutions in the management field, and collaborate as requested with their directors and faculty in helping them orient their programmes along additional productive lines of activity.

o Provide technical assistance to existing education and training institutions in the conduct of seminars and workshops designed to demonstrate training strategies that are more action-oriented, participative, and better focused on performance improvement than has generally been the pattern in the region.

Such seminars and workshops would be conducted in the facilities of an international institute, a national university or training centre, government ministry, parastatal organisation, or private enterprise, but always in collaboration with an existing management training institution, and conducted so as to develop new training skills among that institution's faculty.

o Encourage within existing universities, where possible, the development of new programmes in business education and public administration at the graduate level, and assist undergraduate business programmes to improve their offerings and instructional methods.

o Assist both international and national training institutions in the conduct of consulting and applied research activities in government ministries, public enterprises, and private business or manufacturing organisations in the SADCC region.

A key element in this type of consulting is the conduct of follow-up, in-house training of both individuals and groups in new skills and techniques. This would open up new areas of activity to regional and national training institutions.

### Training Activities

o Work with and through existing international institutions of the region in the conduct of workshops and seminars on training institution organisation and management.

o Support through training-of-trainers programmes conducted by regional international or national institutions the development of more effective teaching strategies and methods.

o Help management training institutions, conduct special seminars

and workshops for very top officials, such as ministers and permanent secretaries.

o Support through training of trainers and other means the expansion of accounting programmes for both public and private employees, and in the process introduce more advanced methods of instruction.

o Assist private enterprises and parastatal organisations in the development or improvement of in-house training capabilities, particularly when these can be made available as regional training resources.

o Provide scholarships for selected faculty of education and training institutions for long- and short-term study abroad or in regional centres so as to up-grade such faculty and add to their knowledge and teaching competence.

o Help training institute faculty develop case writing skills and gain consulting experience to feed back into the classroom.

o Finance the participation in workshops and seminars conducted in the SADCC region of instructional personnel of educational and training institutions. From time to time, selected government officials, and key personnel of public and private enterprises, such as ministers, permanent secretaries, and enterprise managers, may also be financed to participate in specialised activities of this nature.

o Finance participation of selected educators, trainers, or key public officials or private managers in appropriate international conferences or seminars when such participation will serve programme objectives.

#### Research Activities

o Maintain a continuous appraisal of management training needs throughout the SADCC region.

The Centre would periodically report to the Regional Training Council and regional international and national education and training institutions concerning the latest information on the region's management training needs.

The Centre would assist such education and training institutions in the interpretation of such findings and in developing programmes to respond to the changing needs patterns.

o Provide funds for applied research, case and textbook writing, and the development of educational and training materials, all based on actual experience in Africa and particularly the SADCC countries. This effort would seek to address the dearth of African or Africa-based materials. Funds could also be used for adaptation of materials from other parts of the world to make them relevant for African use.

o Design procedures for appraising the effectiveness of various training strategies and approaches, and apply them in selected cases throughout the region on a continuing basis.

#### Materials Support

o Provide funds for acquisition of appropriate business and public management journals, books, and other documents needed in the teaching process by selected schools and institutes serving regional needs.

#### Operation of a Management Support Fund (MSF)

An important element of MADREC's functions would be the utilisation of a Management Support Fund (MSF) to be created as soon as resources become available. The fund would be drawn upon to provide technical assistance, material support, and financial resources to management schools and institutes in the region for developing and/or improving instructional methodology, curriculum materials, and consulting and organisational development technology and skills. MADREC would administer the fund using objective criteria to judge the merits of proposals received from training institutions of the region. A key factor of merit would be the adequacy of the proposal to address realistically the institution's problems and improve its capacity to serve its clients.

#### Structure of the Management Development Resource Centre

The Management Development Resource Centre would be created by decision of the SADCC Council of Ministers. Inasmuch as the Department of Economic Planning and Statistics of the Kingdom serves as the responsible entity for the human resource development efforts of SADCC, it would accept on behalf of the SADCC Regional Training Council funds to support the Centre and to finance its activities.

#### The MADREC Governing Board

MADREC should be provided with a Governing Board responsible for the operational policy of the Centre. Such a Board should comprise nine members, one designated by each of the SADCC countries. To be a member of the Governing Board, the individual so designated should be a person responsible for manpower development and/or knowledgeable in the management field.

The chairman of the Governing Board should be selected by the members from among their number for a term of two years. He/she should issue calls for meetings and preside over them.

The MADREC Director should serve as secretary to the Board.

## Functions

The Governing Board should be responsible for the following functions:

- o approval of the charter and by-laws of the Centre;
- o selection of the Centre's Director;
- o preservation and protection of the spirit and integrity of agreements between donors and the Government of Swaziland;
- o provision of general direction and guidance to the MADREC;
- o approval of the Director's recommendations for appointment of full-time professional staff;
- o approval of policy recommendations submitted by the Centre's Director;
- o approval of annual work plans and annual budgets.

## Direction of the Centre

The Director of the MADREC should be selected by open competition from among qualified applicants (See statement of qualifications below.). Preference should be given, qualifications being equal, to a person from a SADCC member country.

## Functions of the Director

Subject to general counsel and supervision by the MADREC Governing Board, the Centre Director should have full responsibility for day-to-day operation of the MADREC and its programmes. He should select professional personnel for the Centre and recommend their appointment to the Board. He should have full authority to appoint and dismiss support staff. It should be the responsibility of the Director, in consultation with his professional associates, to undertake all programmatic initiatives in keeping with the Centre's objectives.

## Advisory Standing Committee

There should be an Advisory Committee consisting of the directors of the four international management training institutions (ESAMI, MAMC, IDM, and PAID), and the directors of a national management training institution from each country. Countries wishing to name a second representative should designate the head of a private sector management training institution.\* Each donor contributing to the MADREC should be invited to send a representative to attend Advisory Committee meetings.

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\* Private sector includes private enterprises and parastatal enterprises engaged in production of goods and commodities.

The Advisory Committee should be convened and chaired by the MADREC Director.

The primary function of the Advisory Committee is to assist the director on programmatic rather than policy matters. For this purpose, it should create such sub-committees as it finds useful and convenient to expedite the business assigned it by the Director. One such sub-committee should be responsible for approving lists of persons recommended by the Director for long-term participant training abroad.

#### Staff of the MADREC

Staff of the Centre will be composed of four categories of personnel:

- o a core group consisting of regional specialists and technical assistance personnel from abroad all carefully selected on the basis of their academic preparation, professional experience, and established competence in action-oriented instructional methods.
- o a group of fellows contracted for an average of two years drawn from international and national training institutions in the region. Fellows from both public and private institutions would be eligible. These fellows would be teamed with core personnel to develop mutually their knowledge and expertise in management education and training. Fellows might also be selected from government and business.
- o various short-term specialists recruited from time to time for special training or consulting assignments, and to respond to technological and productivity needs that emerge from project activities.
- o support staff, to the extent that office support functions are not contracted out. It is anticipated that most such functions would be performed under contract.

The core staff and fellows employed in the Centre would probably never exceed a dozen people at any one time. The total number of persons who might be expected to benefit from employment experience in the Centre over the contemplated life of the programme could easily reach a hundred or more. Short-term staff would be drawn both from the SADCC region and abroad, and assignments could run from two weeks to six months.

## Critical Issues in MADREC Creation

### Selection of the Director

The entire concept of the Management Development Resource Centre depends on the professional quality of the personnel who are employed by it. The choice of the first Director is the most critical step to be taken in assuring the success or failure of the programme, for he/she will set the tone for all that follows, as well as make the initial selection of other key personnel. The Director must have as a minimum the following qualifications:

- o a Ph.D. from a respected university in a field related to public or business management;
- o additional preparation in education and/or training methodology;
- o extensive experience in training, applied research, and consulting work in developing countries;
- o experience in project management in the development field;
- o personal qualities that will enable him/her to function effectively in a complex administrative and political environment;
- o personal commitment to training strategies that emphasise action-training, applied research, organisation development, and high levels of participation.

### Location of the Centre

A principal factor in the recommendation of Swaziland as site for the MADREC is the SADCC designation of that country as holder of the manpower development portfolio. To suggest any other country would run counter to SADCC policy and precedent.

Related to the above is the importance of the Secretariat of the Regional Training Council being located in Swaziland and its Chairman being a Swaziland Government official.

Other factors of importance are accessible location, ease of communication, absence of currency restrictions (easy convertability of currency), and presence of suitable supporting services. Swaziland meets these requirements adequately.

## Orientation of the Centre

Two of the major concerns in setting up the proposed Centre are its maintenance of appropriate orientation toward management education and training throughout the life of the project, and keeping in the forefront or on the cutting edge of the development and training fields as these evolve in the coming years. It is essential that education and training be (a) highly practical while at the same time related to good theory; (b) based on applied and relevant research conducted as an ongoing process in the region; (c) strongly directed toward performance improvement of organisations and not just of individuals; (d) organisation-based in the form of action-training whenever appropriate; and (e) methodologically collaborative and participatory rather than didactic.

The MADREC must constantly monitor the training needs of the SADCC member states through a process of outreach. It must reach out to gather data and to propose programmes and projects to meet the needs identified. In other words, it must function proactively and not reactively. It must go to the clients, not wait for the clients to come to the Centre.

Most consulting and contact work must be done by African members of the Centre staff, or by teams composed of African and technical assistance staff. This is essential not only to assure receptivity, but also to provide experience for African members and build their competence.

## Staff Selection

Selection of all staff should involve personal interviews as well as review of paper qualifications and recommendations. This also applies to selection of any long-term contractors to work in the Centre. It is essential that in contractor selection, a team of donor and RTC persons visit the home base of the potential contractors after development of a shortlist of those who apply.

## APPENDIX B

The following is a list of important materials on training strategies and methodologies. From them, as well as from the extensive experience of the study team, are derived the concepts discussed in the body of the report which relate strategies and methodologies to training effectiveness for improving managerial performance.

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## Appendix C

### SUPPORT TO SERVICE PROGRAMMES OF LOCAL INSTITUTIONS

Need. Regional assistance to national training institutions can take the form of either organisational development projects or support to their service programmes. These two forms of assistance should be conceived as interdependent: service programmes are the test of institutional capacity, but developing the latter without a clear functional objective is sterile. International donors, whose interests and resources vary considerably, may prefer to assign funds to programmes whose operational outputs are immediately and directly beneficial, as contrasted with the longer-payoff investments that would be involved in support to organisational development programmes. Once the proposed Management Development Resource Centre is in place, individual donors will be able to provide funding for short-term programmes that would serve needs identified during this study, without having to make commitments in the form of large institutional investments.

#### Suggested Service Programs.

(1) Administrative Tools for Semi-literate Managers. Semi-literate people sometimes attain positions of responsibility because of their native abilities and the respect they enjoy from their colleagues, only to find themselves lacking in skills required to perform some of the functions expected of them. Family-based small-scale informal sector businesses are often inconvenienced by inadequate record-keeping or insufficient knowledge of the cash flow requirements of their operations; village or urban neighborhood leaders who are given responsibilities because of their good judgment and experience sometimes find that they are expected to render reports to the government or to keep track of collective resources for which they may be legally responsible; managers, presidents, secretaries, or treasurers of farmers associations or irrigation groups also need record-keeping techniques when the resources at their disposition exceed the limits of an individual's memory. Such basic management skills are taken for granted (sometimes mistakenly) among persons possessing a secondary education; but good judgment and the confidence of the community, not managerial talent, are the basis on which most of these appointments are made.

The consequences of these managerial shortfalls sometimes add up to problems of major concern: loan defaults or repayment delays; constraints on the expansion of small-scale enterprises; misallocated time of extension workers who have to perform clerical functions for their clients who lack the skills to perform them themselves; reluctance of otherwise qualified people to take over voluntary leadership because of the expectation that they will have to perform tasks too complex for them; unnecessary bankruptcies or foreclosures; and generally low levels of consumer service from the informal sector.

Developing managerial tools for this special public requires three stages of activity, each involving a different set of specialists. First is the assessment of the managerial functions these people actually perform in order to standardise simplified systems of record-keeping and

financial management that could serve as a common denominator among different countries and sectors. Such as inventory could be taken by use of the management events analysis used in preparing this study, and would include interviews and observations of current practices and problems. The study should be conducted over a three-month period at least, and should include sample observations from all participating countries to take account of language and cultural differences.

The second phase of the programme is to convert the managerial tasks or functions into management modules, which should take non-literate (graphic) forms similar to those used in some countries for inventory management in rural health centers and military stores services. Designing these forms will require the services of a team of administrative analysts, social scientists, and representatives of the parastatal and government agencies that now deal with these management problems.

The third phase of the programme is the development of training procedures at which these modules can be introduced and their use explained. Since the actual instruction of semi-literate managers is likely to be assigned to the agencies and parastatal organisations that are responsible for the informal sector activities involved, trainers they themselves identify should be taught how the systems are expected to work, so that they can develop appropriate means of conveying the required skills to the users. The training of these trainers should not require more than one week, including instructions on how to disseminate the knowledge to the semi-literate managers with which they deal. This instruction should take place in each of the participating countries. Once the system has been introduced, it should be self-perpetuating; occasional special courses may be required as additional trainers come online, but these costs can be borne by the responsible agencies themselves, working through appropriate national training institutions.

(2) Organisational Development Programmes. Most management training is now conceived "horizontally," that is, in terms of the needs of individual employees working at comparable levels of responsibility. Such training is an effective means of developing skills for managers performing similar tasks in different organisations: registry staff, accountants, personnel officers, or even bureau chiefs or department heads. While such programs permit economies of scale in training, they leave it to the organisations themselves to integrate the improved skills into current operations, and they assume that each level of responsibility as defined in personnel systems is appropriately linked to other recognised levels in an organisation. They do not permit the management to use the training function to retrieve the experience and knowledge of its subordinates in resolving operating problems of the organisation. "Organisational Development" (OD) training takes the opposite approach. It is designed precisely to bring together elements of an administrative system from different levels of responsibility so that they may collectively use the training environment to address their common problems. Such training is not only a means of upgrading the understanding and capacities of individual employees, but it has the long-range benefit of contributing to styles of cooperation that can be applied to future problems. It permits an organisation in short, to "develop" along with its employees.

Such training is rather costly, and in some cases is seen as threatening to the status of individual managers, who may be for the first time placed in a situation where they have to share their opinions and problems with their own subordinates in ways that may not be congenial for them. An "OD" program will have to begin, therefore, with highly skilled trainers possessing independent status but commanding the respect of the organisations involved. Their first task would be to study the organisation that decides to undertake this form of training to identify problem areas where the performance of management could be improved by this form of "vertical" training. Such an investigation would take two or more weeks' time of a skilled analyst, who would then organise training programs of two days to two weeks (part-time), working with the organisation to facilitate discussion of operational procedures. The exercise works best if a recapitulation of the experience can be arranged at a later period, perhaps several months or a year after the original session.

(3) Improvement of on-the-job training. Most in-service training now occurring in the region is a process of learning from experience that is self-managed. Nearly all of the personnel systems in the region make use of a procedure of rotation among lower-level assignments that permits new recruits in the public service to become familiar with the operations of different government agencies. They are expected to improve their skills by trial and error, by observing current practices, and by receiving instruction from their supervisors of the moment. Such training may be somewhat haphazard, but it has the makings of a useful and practical, low-cost means of communicating skills and attitudes that are deemed useful in the civil service.

The missing elements are a purposive, planned rotation scheme and a means of including in standard supervisory responsibilities the added function of training, even of personnel who are not expected to become permanent staff members. Such improvements will require a careful inventory of personnel procedures in practice within a ministry or agency, so that a schedule of rotation can be devised (step one), followed by a series of special seminars for supervisors (step two) to present the strategy for adding training and performance evaluation procedures to the present functions. Both of these steps can be taken by national management training institutions, once the general approach is accepted as a legitimate aspect of training.

The regional dimension of the effort would be to institute a special seminar for on-job-training specialists (to be designated by the participating training institutions from their own staff). The seminar would have to be of two weeks to one month duration, and would have to be presented by highly qualified management specialists.

(4) "Management of Expatriates." Foreign specialists are used extensively to augment the numbers of technical and administrative cadres available in public, private, and parastatal organisations throughout the region. They are still a costly but necessary element in developmental and current operations of institutions of all kinds, whether entrepreneurial, public service, educational, or commercial. They are dwindling in numbers as local personnel become available, but on average,

in spite of gradually improved "terms of trade" between local and foreign personnel, expatriate officials and advisors probably cost four to fifteen times as much as a similarly qualified local employee would, if he could be found. Evidence emerging from this study showed that although most expatriates are performing satisfactorily, or better, there are still occasional problems of mis-selection, inappropriate assignments, inadequate support, and under-use of this resource. Because of their cost relative to local personnel, even minor improvements in their productivity (including their ability to train their counterparts efficiently) would pay enormous dividends.

Most countries in the region are reducing their dependence on expatriates; any speeding up of that process by improved use of their services would contribute to that end. There is plenty of informal experience in "expatriate management" in the region, but it is not available as a guide to future action. Each time a new expatriate's credentials are presented for review or when he arrives for assignment, or when his counterpart begins to work with him, the problems seem to emerge afresh. There are only a few incidents of "horror stories" of grossly inappropriate use of expatriates or misbehavior by them, but incidents from both sides of the relationship, gathered in this study, reveal the presence of inadequate planning or advance preparation or poor supervision. Perhaps no government is likely to be the first to admit that expatriates are still a problem as well as an asset, especially given the widespread expectation that the system will gradually (or perhaps quickly) disappear as localisation proceeds. Thus a short training course, given regionally once or twice in the next few years and replicated locally as needed, could reduce this possible sensitivity, take advantage of the current experience of senior managers with selection and assignment of expatriates, could greatly improve present management practices. Such a course can be developed fairly quickly on the basis of the large number of successes chalked up in this area.

A spin-off of the course would be also possible, to improve the pre-arrival orientation of the expatriates themselves, possibly using cassettes and brochures describing their expected role, the resources likely to be available to them, and common sources of frustration against which to prepare themselves. Many institutions in the region have access to top-level officials in SADCC countries and could develop and conduct workshops on this subject and produce other training materials that would be useful to other governments in the region. The first step in the process would be to examine the data already assembled in order to identify the common problem areas; the second would be a series of case studies based on interviews with expatriates as well as their managers and counterparts, to design prototypes of managerial successes; a third step would be the development of a three-day seminar on the problem that could be offered by national institutions at will. Thereafter, the course could be given regionally for officials in national personnel or cabinet secretariat posts, to reduce sensitivities that might be involved.

(5) International Contract Management. Economic and technical development of the SADCC countries will require continued reliance on contracts with international enterprises and agencies in other parts of the world. The variety of laws and customs involved in these negotiations

and relationships will continue to provide an almost baffling diversity of special relationships governing conditions of work and quality of goods and services. With the passage of time, more and more donors seem to resort to contract forms of assistance, and there will be increasing international transactions with the parastatal and private sectors. These developments will provide further incentive to improve the processes used to solicit bids, evaluate tenders, and select and supervise foreign contractors. This special management challenge has to be met in many parts of the governments of the region, simply because the relationship is not one that is likely to be confined to a single agency.

Responsibilities will no doubt continue to be diffused among foreign ministries and the operating agencies on an ad hoc basis. Thus many managers will continue to be involved in these operations, none of whom have much opportunity for interaction among themselves. The experience will probably not be captured and made available for policy guide unless SADCC intervenes. This managerial problem is regional because it is ubiquitous, because it serves the regional objective of increasing independence from foreign sources, and because the expense of developing training programs to improve performance is not likely to seem justified by obvious savings to any one government.

As a SADCC program, however, the task will be both manageable and cost-effective. The first stage is one of analysis by a team consisting of a lawyer and an administrative analyst. Their investigation should be converted into a diagnosis of the requirements of a seminar in international contract management, in which case studies and legal and administrative principles would be brought together in a form that can be readily assimilated by managers at different levels and from different sectors and countries. A prototype course should then be offered within the nation whose training institution has been involved in the research and development. Thereafter the course will be ready for publication and dissemination for use by national training institutions in the region.

## SCHOOL FOR BUSINESS AND PARASTATAL MANAGEMENT

**Need.** The quality of management in the region is best described as uneven: experienced, dedicated administrators and entrepreneurs are to be found in the top levels of large industries and parastatal organisations in most countries, and talented middle-level corners are also to be seen everywhere. Their ranks are being enlarged by university graduates in commerce and business, many of whom also choose to become public servants. But most of the industrial managers in the region have risen to their present posts as a result of successful experience as engineers and technicians, and they now find themselves making decisions on the basis of their intuition and experience, without recourse to the new rationalities of management now emerging in the industrialised parts of the world. Management as a profession has scarcely begun to exist in Africa. Statements made during the course of the SALOC survey of management events recorded the need:

"My subordinate was able to point out errors in the calculations I had made for an important experiment."(1395)

"We could not pass the d---- planning papers for the cabinet because they needed rewriting."(1280)

"Some letters were so badly written by my subordinate because of lack of knowledge of manpower that I had to rewrite them completely."(1787)

Top management in the largest industries in the region comes from Britain and South Africa, and expatriates are to be found in impressive numbers in its parastatal industries and services as well. Some effort to indigenise these posts has already brought success: in many countries, the number of Africans in top management posts began to equal that of expatriates two years or more ago. Students are attending foreign universities to study business administration at both undergraduate and graduate levels, but foreign studies in management do not match the requirements, in contrast to studies in the technical and professional fields. Management is still taken, as Lenin once said it was, to be a haven for amateurs. Amateur performance is not acceptable in the 1980s, however, as his successors have found. Specialisation in managerial skills is a feature in all industrial countries, regardless of their ideological preferences. The "business school" approach is not a Western monopoly, and if it were, it would still be desirable to create a special African version to accommodate the constraints on foreign exchange, to say nothing of the special circumstances in which large-scale industry must function south of the Sahara.

Fortunately, several master's level programs in business administration have already been introduced on a small scale or are under consideration, notably in the Universities of Dar Es Salaam and Zimbabwe, and certificate programs are available at ESAMI and at IDM/Botswana, among other institutions. For the future, SADCC must consider whether a regional program offering graduate studies in business and parastatal

administration should be based on these beginnings or whether, following the lead of regional bodies in Southeast Asia and Central America, new international institutions should be created.

Proposed Strategy. The criteria for a regional institution are not hard to define:

- o it must be linked to the professional community of business and parastatal management;
- o it must possess capabilities to conduct large-scale research programs in the styles and conventions of management in the region;
- o its faculty must be experienced managers in their own right, and remain free to engage in continuing relations, preferably as consultants, with the institutions for which it is providing training;
- o it must be prepared to allocate resources on a continuing basis for the development of cases and other current training materials;
- o its governance must include representation from leading business and parastatal organisations as well as government and professional institutions.

No institution in the region comes anywhere near meeting those criteria, and unless major support and resources are committed to that purpose, those newly engaged in graduate training in the field will continue to struggle along with programs that are little more than add-ons to their present undergraduate efforts. SADCC is in a good position to provide the wherewithal to make the quantum jump between what is now available in the region and what counterpart organisations in Asia and Latin America provide in the way of management training.

The first step toward the desired goal is to seek a financial commitment from industrial and parastatal organizations that are now investing in graduate training and would be the principal beneficiaries of an indigenous resource for that purpose. Endowed chairs should be solicited on a competitive basis, to be located where the market directs. Endowed buildings, scholarships, research programs, and other facilities also provide opportunities for demonstrating local commitment to the upgrading of existing or the construction of new, institutions. (Both of the regional institutions with which a SADCC College of Business and Parastatal Management would be comparable have started on the basis of such contributed resources.)

Cost. A budget for the proposed institution is indifferent to the choice of new versus old institution, since the needs are identical. Feasibility studies to choose the institution would have to begin with a review of potential candidates, or, if necessary, to consider where to locate a new institution. Either would have to employ at least three expatriate professors for three years, and bring in three senior managers

from SADCC countries, parastatal and private, for one year full-time plus one month per year for the next ~~two~~ years. Six junior-level indigenous staff members should be assigned from the beginning, including, if necessary, a training assignment abroad. The budget for case writing and research should be in hand from the outset. Scholarship funds should be sufficient to provide for five slots per year for each country, to be raised where possible from business and parastatal institutions and from foreign aid. A research budget should be made available at the outset, as well, and assigned to be used in conjunction with other departments and universities in the region, to work on such general problems as the transition from private to parastatal management and the reverse, and on special problems such as the development of management systems for semi-literate administrators. In all probability, new construction will be necessary for classrooms and dormitories, since no institution in the region has adequate quarters for such an ambitious venture even if it were possible to site it at an existing university. Library and computer facilities will also have to be in place as soon as instruction is offered.

## REGIONAL TRAINING PROGRAM FOR PERMANENT SECRETARIES

Need. There are no recognized procedures for improving the managerial skills of top-level officials. In nearly all countries that have developed a professional public service, these positions are assigned on the basis of experience, loyalty, and political preferment. Thereafter experience is gained haphazardly, often through the informal on-the-job rotation system that characterises the public service in the SADCC countries. Loyalty, an essential prerequisite for the holding of positions of significance in government service, includes both a sense of institutional responsibility and personal acceptability among political leaders concerned with the operations of the service involved. Political preferment is not necessarily associated with party membership, but involves at a minimum the capacity to accept the policy directions a government is committed to follow. All of these criteria are regarded as essential to the orderly operation of government, but unfortunately none of them involves a screening for administrative talent, or depends heavily upon successful managerial performance in previous assignments. As a result, permanent secretaries and managing directors, along with their deputies and counterparts in the private sector, are frequently called upon to exercise skills for which they have no special qualifications.

The areas of management in which the present occupants of those posts are deficient have been tentatively identified by the management events data and the functional diaries collected during this study. As might be expected, they include certain skills that are considered core management tools, like a consumer's knowledge of the principles of accounting and law, and supervisory and leadership functions, along with technical knowledge associated with sectoral operations in the major activities of the public and private sectors.

Proposed Program. Although technical knowledge of the management skills themselves, and experience in teaching them via short, practical courses, are present in the region, the institutional resources for addressing the needs of these high-level officials are not. Moreover, the difficulty of assembling all top officials from the public, parastatal, and private sectors in a single training group would make conventional courses impractical. In any case, the level of generality that would have to prevail in order to relate managerial skills to the technical demands of specialised fields like public health, transportation, public works, education, and other ministerial activities, to say nothing of the production and service areas that would be required for the training of top-level officials in the parastatals and private industry, would reduce the professional value and applicability of the training for such a diversified group. And finally, there is no training institution in the region that has the capability of mounting a program that would resolve these difficulties.

The recommended approach, therefore, is for SADCC to create regional capabilities to offer training for top management, by technical or functional sector, to all member states. Programs in Health Management for Permanent Secretaries, or Transportation Management for Directors, to mention two of the sectors in which managerial and professional needs are especially closely intertwined, should be carefully developed at an institution in the region, with funding and assistance offered through SADCC sponsorship. The institution chosen to develop appropriate courses in each area should also be charged with conducting the courses. A common management core might be developed for all functional sectors, with additional professional and technical materials presented in the context of management and decision making, so that a three-day course (for example) could be integrated and closely tied to the needs of operating officials. These courses could be offered as frequently, and in as many functional fields, as the market justified.

Proposed Steps. The first task would be to select an institution to which major responsibility would be assigned for developing and conducting the proposed courses. The selection would not preclude participation by other institutions, perhaps on subcontract bases. Criteria for the selection of the prime contractor would include size and versatility of present faculty; previous experience in conducting training programs for high level officials, including off-site training; interest in assigning qualified faculty members to carry out the necessary research and development as well as to conduct the training itself; and reasonably efficient communications and transportation resources.

A second task would be for the selected institution to recruit necessary expertise, preferably from within the region, to assist the faculty in developing the technical materials to be merged with the management instruction. Recruitment of such advisors could be assisted by the good offices of SADCC itself, as well as those of the proposed Management Development Resource Centre.

The third task would be to offer the first prototype course and evaluate its usefulness. Adjustments in the contents or style of training would follow as essential components of this phase.

The final phases of the program would involve continued operations, including expansion into new technical or functional fields and renewed offerings where demand is sufficient based on personnel turnover or other unsatisfied needs.

## TRAINING PROFESSIONAL ACCOUNTANTS

Need. During this study of regional management experiences, financial problems kept appearing as a constraint on effectiveness in public, parastatal, and private sectors alike. In Swaziland, some government agencies underspent their budgets because of inadequate information about the state of the current balance, but another common experience was overspending, a condition that became increasingly serious as resources dwindled during the recent economic distress. Financial improprieties, though not frequently reported in this study, have nevertheless earned unfavorable notice in the local press and created a public impression of venality that exaggerates and misplaces the nature of the essential problems of financial management in the region. Finally, repeated statements by Permanent Secretaries and Managing Directors during the course of this study reaffirms the wisdom of SADCC's recent decision to give a high priority to accountancy training.

Proposed Strategy. Accountants are needed at all levels, from basic bookkeepers thorough to professional designers of accountancy systems who can also develop standards and monitor training programs. One report estimates that in Zambia there may be, all told, 1,000 accountants, of whom only 50 are Zambians; all but one or two of the professional accountants in the ELS states are expatriates, and similar shortages are reported elsewhere in the region. Accountancy training is available at several institutions in Africa, some of which have followed standards comparable to those currently applied to Britain and the United States, usually at about one-third the cost of foreign study (the Centre for Accounting Studies in Lesotho and the Accountancy Training College in Chingola, Zambia). But their resources are already reaching maximum use in serving country needs. The demand for instruction in bookkeeping there and in the universities in the region signifies a public response to the need and points to the employment opportunities in the field; but expanding the training facilities to meet the student interest would encounter a shortage of qualified instructors. Since the SADCC countries are beginning to respond to student interest as best they can, the most suitable approach for SADCC is to enlarge the complement of professional trainers, thus relaxing the most urgent constraint on further expansion of the training opportunities. Moreover, since it is both desirable and likely that intra-regional transactions will multiply as development proceeds, there is a strong case to be made for establishing region-wide standards and procedures for accounting, especially at the professional level. The proposed strategy, therefore, is to begin the SADCC effort by expanding national training effort in Lesotho so that the Centre can immediately begin to serve the neighboring countries Botswana and Swaziland. This approach would permit trainees to begin their work part-time (evenings or short courses), accumulating credits until the final professional stage is reached.

Since this proposal would provide for only three countries, the project should add two further dimensions for future planning: resources for developing similar procedures for the Zambia college, and for providing faculty assistance to universities anywhere in the region that

can demonstrate a demand for additional accountancy instruction. In some respects the problem is regional (taking advantage of economies of scale as required for efficient training of professional level accountants, and creating preconditions for a professional association with standards observed throughout the region), in some respects national. This proposal does not deal with problems of national tax laws, or provide for special on-job or on-site training for the thousands of entrepreneurs, small businessmen, traditional leaders, and entering civil servants in all ministries who eventually will be served by other mechanisms.

## UNIVERSITY TRAINING IN PUBLIC ADMINISTRATION AND MANAGEMENT

**Need.** There are currently significant short-falls in government performance in the SADCC countries due to a lack of high quality senior administrators. Evidence from the critical incidents suggests that senior civil servants lack the academic background and skills to perform their jobs. Throughout the SADCC region there is evidence of a direct relationship between the promotion of under-qualified (Secondary School or at best Diploma/First Degree level) senior administrators and the development of a rigid, over regulatory and non-productive bureaucracy. A number of Permanent Secretaries themselves identified this problem in discussions of problems they faced on the job.

Short courses and workshops for present Permanent Secretaries and other senior managers are only a partial answer to the problem and address the severe skills problems of the current generation of senior administrators. A medium and long term strategy must be directed at supporting the development of professional public administration training in SADCC institutions.

Evidence from Asia, Latin America and other parts of Africa suggests that the development of professional programs in public administration, development management and public policy are essential prerequisites to the long term training needs of senior civil servants. There is no substitute (or short cut) to the kind of intellectual development that can occur through experiencing a full university education, including a rigorous post-graduate program of the highest quality.

At present, this experience is only available through overseas training experiences. While overseas training may be important in the short term to bridge the training gap, it is not a long-term solution to the problem both because it is so expensive and because it does not provide an indigenous educational experience that links teaching and research activities to the environment and development needs of Southern African society.

**Proposed Strategy.** The medium and long term strategy of this project will be to assist the SADCC region in the replacement of post graduate overseas training in the areas of public administration, public policy and development management and planning as soon as possible. Over the next five to ten years, SADCC plans to develop a high quality instructional and research capacity in these areas, at the post-graduate level, at a regional centre (or centres) of public administration and public policy analysis.

There are currently only very limited activities in this area. However, there are a number of programs in the planning stage at several SADCC universities and institutes. One or more of the following would be potential targets for SADCC support for post-graduate training in public administration/public policy:

1. There is currently a small MPA programme (5-6 people a year) at the University of Zambia. There are tentative plans to increase the intake to over ten students per year.
2. The University of Dar es Salaam currently has an embryo post-graduate programme in public administration (currently only three students).
3. The University of Zimbabwe is planning post-graduate programmes in rural development and public administration. Currently the University of Zimbabwe has a Post-graduate Diploma programme in Rural Development and a Diploma programme in public administration will begin in 1986. Both are to be upgraded to the Master's degree level by the end of the decade. There are currently two scholarships available to SADCC participants outside of Zimbabwe.
4. The Eastern and Southern African Management Institute in Tanzania (ESAMI) currently offers a post-graduate advanced Diploma in public administration and management. There is currently space for 20 people. ESAMI has plans to up-grade this programme to the Master's degree level.

The purpose of SADCC support for an existing or projected centre of public administration and public policy would be to develop a programme of excellence capable of awarding a Masters degree in public administration and/or public policy which would meet the post-graduate training needs of the SADCC region. The purpose of the post-graduate programme would be to impart the following subjects:

1. Policy analysis, policy process and a knowledge of policy "history" and "science".
2. Development administration and strategies.
3. Principles of finance management.
4. Political processes and the public service: responsibility and ethics.
5. Management principles and strategies of coordination and allocation.
6. Economics and statistics.

In addition, SADCC support in this area would assist in the development of a regional capacity for research in policy issues at the regional and national level using regional examples and comparisons. This research capacity should be of the highest quality and would serve as the basis for rational public policy choices. Investigation of educational and training institutions throughout the region suggests a serious lack of capability here, particularly in the area of policy analysis.

SADCC support for a regional capacity in post-graduate level public administration and policy analysis can be justified on the basis of economies of scale. Current projections suggest the need for an annual intake at the post-graduate level in public administration/public policy of approximately 25, for an 18-24 month programme. Thus a post-graduate center of public administration and public policy would suggest an institutional capacity need of approximately 50 people from throughout SADCC. This projects between four and eight students from each country (depending on the size of the SADCC member). By comparison, an annual in-take of 4-6 at the national level would make such a programme prohibitively expensive for the individual country. Even if individual countries might hope to develop a national programme, the start up costs of such a program would be prohibitive for all but the largest SADCC countries.

Cost. SADCC support for a post-graduate program in public administration and public policy presumes that one of the existing or projected national post-graduate programs would be up-graded and/or provided with a regional capacity. Thus many of the start up costs and part of the recurrent expenditures would be incurred by the host institution of higher education.

## APPENDIX D

The profiles of management training institutions that follow are indicative rather than comprehensive. That is, not every training institution is included, although an attempt has been made to include the major ones. Mention is made of some university programmes in which the public or business administration components are substantial, or are at the post-graduate level. University programmes offering courses in accounting or other essentially supportive subjects, but without a major emphasis in either public or business administration are not included.

Accounting training institutions are not included if their sole offering is accountancy. Accounting is a basic field leading into management and is a part of many management programmes, as are also economics and political science, but by itself it does not constitute administrative or management education or training.

As was mentioned in the body of the report, descriptions of training institutions or programmes in no way constitute an evaluation of them, an undertaking far beyond the scope of the SADCC study. The data, in most cases provided by the institution, were collected in 1984. In some cases, developments have occurred which may not, therefore, be reflected in the descriptions. Errors of omission or commission are the responsibility of the study team, for which it expresses its regrets.

The first descriptions are those of the four international training institutions based in the SADCC region. Thereafter, descriptions are grouped by country.

**INTERNATIONAL INSTITUTIONS**

Name: Eastern and Southern African Management Institute (ESAMI)

Location: Arusha, Tanzania

Size of Staff:

Authorized 30

Actual 30

Persons Enrolled per Year:

Long Courses: Around 1,200-1,500 Short Courses: 200-300

Each consultant (instructor) is expected to teach two long courses per year at Arusha and one elsewhere. However, the actual workload is higher than this because of short courses, consulting, and other activities.

Physical Facilities:

The campus is located on a hill outside of Arusha and includes a large dormitory structure capable of housing 120 participants. There are as well classrooms, offices, library, cafeteria, and limited recreational facilities. There are houses for faculty nearby, although more are needed. On the whole, the facilities are excellent. However, they are used to capacity at present and any expansion would involve a major construction effort, for which there is land available and some of the plans completed. A donor is needed to finance the plant addition.

Structure of Management:

ESAMI is governed by an autonomous Governing Board which represents seven member countries of the region: Comoros, Djibouti, Kenya, Tanzania, Uganda, Zambia, and Zimbabwe. Two additional persons are members in their personal capacities, and the director and an ESAMI staff member are on the Board. The ESAMI registrar is secretary of the Board. It is to be noted that only three Board members are from SADCC countries. ESAMI is an international organisation so recognized by the international agreement establishing it. The Board appoints the director who manages all aspect of ESAMI's activities.

Specialisations:

Open enrollment courses account for about forty per cent of ESAMI's instructional activities. An additional forty percent consists of courses tailored to the needs of a particular client, which may be a government, a private

enterprise, or a parastatal organisation. The remaining twenty per cent consist of specialised courses, many of shorter duration, designed for special groups of people.

Examples of the latter are courses in construction management for contractors or in international procurement for purchasing officers.

Regular open courses are usually ten weeks in length and cover such topics as financial management, project planning and management, human resource management, marketing and export promotion, and various aspects of transport management. ESAMI possesses a special competence in the transport field.

ESAMI offers a twelve-month post-graduate course leading to a diploma in Management intended for experienced executives. There has been some discussion of converting this to a Master's degree programme. Also, for several years ESAMI has offered a long-term accountancy program in Uganda preparing students to pass the ACCA board examination.

Some courses given away from Arusha are offered in cooperation with national training institutions; others are given quite independently. However, use is often made of co-opted faculty from national universities or training institutions.

#### Special Competencies in Methodology or other Features:

Instructional techniques are on the whole traditional, with some use of the case method where appropriate, and some audio-visual presentations. There is a critical need for appropriate cases and other Africa-based teaching materials, however. Many of the consultants (instructors) would like to make greater use of case-method instruction and introduction of experiential learning methods. Action training and organisation development work remain to be brought into ESAMI's scope of activities.

#### Consulting Activities:

Consultants (instructors) at ESAMI engage in a number of consulting activities for clients both public and private. Among such clients are the Economic Commission for Africa and various banking institutions in East Africa.

Research Efforts:

Some research is necessarily involved in consulting activities, but in general relatively little research is done owing to the heavy workloads of the consultants. Some engage in research on their own.

Commentary:

Only two or three of ESAMI's member states have ever paid their quotas of support. Consequently, some ninety-four percent of income is derived from course and consultancy fees, mostly the former. The remaining six percent is provided by grants and subventions from donors and country subscriptions. Also, some clients who pay for participants, including government agencies, do not always pay promptly. The result of these difficulties is that ESAMI must always struggle to bring in income by giving courses as often as possible with as many participants as can be recruited. Such a pace of teaching leaves no time for reflexion unsupported research, or writing, to say nothing of African case development. These problems are aggravated by a continual cash flow deficiency. Related to the tight financial situation is the question of costing out the varied activities, a matter on which ESAMI needs some assistance.

Name: Institute of Development Management (IDM)

Location Gaborone, Botswana, with branches in Maseru, Lesotho, and Mbabane Swaziland

Size of Staff

Authorized: 20

Actual: 20

Persons Enrolled per Year:

Total Persons: 1,200 approx. Person-weeks: 5,000 approx.

Physical Facilities:

IDM facilities in Gaborone are located on the University of Botswana campus. They are comfortable and quite adequate, and a sharing of university facilities is possible. IDM has a resource centre with library of over 6,000 volumes, plus a good collection of films, audio and visual cassettes, periodicals and other training materials and equipment. In Swaziland, a campus-like setting is shared with the Swaziland Institute of Management and Public Administration (SIMPA), and again some sharing of facilities, such as cafeteria, is helpful. Facilities in Lesotho are quite suitable and are on government property adjacent to the Department of Manpower Planning. Continued expansion in any of the locations will eventually make necessary some additional construction or moves to larger quarters. Residential accommodations are available at all sites.

Structure of Management:

The IDM has an autonomous Governing Board of twelve persons, plus the Regional Director and the Secretary. Four are chosen from each of the BLS countries, and include government permanent secretaries, university administrators, and persons from the private sector. The Board makes general policy, approves salary scales, fees charged for various services, and appoints the Regional Director who is responsible for general operations. A Memorandum of Agreement between IDM and the BLS governments determines IDM's international status and relationships to the respective governments.

### Specialisation:

Fields of study, each with several courses of varying duration, include accounting and finance, communications, development management, education administration, electronic data processing, health services management, general management (including a number of courses with a specifically private sector focus), public administration, and training of trainers.

### Special Competencies in Methodology or Other Feature:

Conventional teaching methods are used for the most part, with use of audio-visual equipment, field work, and internships or attachments for on-the-job experience in several programmes. Although there is a course or two on computers, introduction of computer-assisted instruction is a method for the future. Some certificate programmes, such as those designed for middle and senior-level public officials, local government administrators, or health personnel, are quite extensive in coverage and include field work, projects to be completed on the job between sessions, and other work-related activities. Experiential learning is valued at IDM.

### Consulting Activities:

IDM faculty engage in a number of consulting activities each year, although not everyone has the opportunity or time. Clients include governments, private and parastatal enterprises, international organisations, and donor agencies. Nevertheless, teaching remains by far the foremost activity.

### Research:

IDM faculty are prepared to undertake research assignments, and some do occur. There is a need for funded applied research.

### Commentary:

IDM faculty are equipped mostly with masters degrees. Two hold Ph.D. degrees. one of whom is an expatriate. Two of the faculty are currently in the United States earning masters degrees. There is need to up-grade faculty by additional study abroad, some at the doctoral level, some in teaching methodology as well as in substantive advances in their specialties.

Persons from outside the BLS countries are making increasing use of IDM programs. A major question facing IDM is the extent to which it is prepared to serve a wider region, and how this might impact the Governing Board structure.

Since IDM was founded in 1974, it has had financial support and technical assistance from the Canadian International Development Agency (CIDA). This assistance funded a number of expatriate instructors, as well as the expatriate regional director. This assistance has now been phased out, ending in December, 1984. All but two of the faculty are now African, and an African regional director has been appointed. The loss of external financial support may cause serious financial difficulties in the years to come, although the localization programme has been carried out gradually without a serious drain on resources.

**SWAZILAND**

Name Mananga Agricultural Management Centre

Location: Mhlume, Swaziland

Size of Staff:

Six. These are supplemented from time to time by visiting lecturers.

Persons Enrolled per Year:

Varies, but over 100 middle and senior managers.

Physical Facilities:

The Mananga Centre is located in a beautiful rural area in the north-eastern part of Swaziland. It is an ideal campus community in many respects, with individual residential accommodations for thirty-five students, excellent classrooms, library, assembly room, refectory, recreation room, outdoor sports facilities, including tennis court, and residences for faculty. The surrounding area is an agricultural region devoted mostly to sugar cane. The agricultural management centre does not operate a farm, however; it is dedicated to management, not agricultural technology.

Structure of Management:

MAMC is owned and operated by the Commonwealth Development Corporation, a British statutory corporation. The director and staff are employees of the CDC.

Specialisations:

Major subject areas covered include accounting and finance, organisation structures and behavior, large estate management, development and micro-economics, and management of agencies serving the rural population. Regular courses are eleven weeks in length and short courses may run from one to six weeks. Short courses are given from time to time away from Mananga as well as at the Centre.

Special Competencies in Methodology or Other Features:

Instructional methodologies are quite advanced, and include the use of audio-visual equipment, closed-circuit television, computers, and an agri-business game. They stress a high level of involvement by the participants and

a minimum of Lectures. Specially tailored courses are available to individual managers who are unable to attend regular courses or who need special study. Up to three persons may be attached to courses in a training of trainers programme.

#### Consulting Activities:

Centre staff are available for consulting assignments with client organisations and an increasing number of such assignments are negotiated each year. They frequently lead to in-house training courses for client staff.

#### Research:

A certain amount of applied research is involved in consulting assignments. There is no specific research programme.

#### Commentary:

The geographic isolation of the MAMC is somewhat of a problem when it comes to bringing in special lecturers, but it is also an advantage in that it eliminates the distractions of urban surroundings and promotes interchange and close contact among a usually diverse group of participants and between them and the faculty.

Faculty are widely experienced in the African region, but their relationships with client organisations are limited, and from the standpoint of localisation all are expatriates.

The Centre's ownership by the CDC tends to cut it off from other donors. This is particularly a problem inasmuch as income from courses fails to cover costs and the shortfall must be made up by the CDC. Tuition is relatively high already, and even with full enrollment in all courses it would be difficult to achieve a balanced budget. More off-campus courses can provide some relief. Over the past three years, the situation has been helped by the financing of a special course by the European Development Fund of the European Community through SADCC.

**ZAMBIA**

Name: Panafrican Institute For Development (PAID)

Location: Kabwe, Zambia

Size of Staff:

Seven, including the director and a senior researcher. Short-term consultants may also be used from time to time.

Persons Enrolled per Year:

Varies depending on courses offered in-country outside of Zambia. One-year course in planning, management, and evaluation of rural development projects enrolls about forty. Various seminars are also held enrolling additional people. (future of 240 a year)

Physical Facilities:

PAID (Kabwe) has been operating in Kabwe, 140 kms north of Lusaka, Zambia, since 1970 using the Zambian Government's Community Development Training Centre. The facilities are quite modest in size and do not provide staff housing. The Government has donated to PAID over 20 acres of land for a new campus in Kabwe, but funds for construction of new buildings, including staff housing, are still being sought. The present facilities are to be used until at least 1986. Cost for new construction is estimated at around US\$ 7 million.

Structure of Management:

PAID (Kabwe) is part of the International Association Panafrican Institute for Development incorporated in Switzerland in 1964. There are centres also in Douala and Buea in Cameroon and in Ouagadougou, Burkina Fasso. It is governed by its president, vice presidents, and an Assembly of Delegates (15 in number) composed of both individuals and statutory bodies. Some are from Europe and others are from African countries south of the Sahara. One is from Canada. PAID (Kabwe) has its own director who is responsible to the central organisation.

Specialisations:

From its creation, PAID has focused on rural development management. Main items include integrated rural development, development planning and administration, project support and management, and similar subjects. This continues to be the thrust of the Kabwe centre, which seeks to serve fifteen countries of East and Southern Africa.

### Special Competencies in Methodology or Other Features:

PAID (Kabwe) uses a wide range of methodologies, some of which are basically action-training methodologies. There is much emphasis on field work and on-the-job training. One project for training rural brigade leaders for Botswana is a case in point, for it involved extended experience in the brigades as part of the learning process. The training is intended to be very practical and as closely related to the workplace as possible.

### Consulting Activities:

PAID directs its programmes at middle and some upper-level personnel to help close the gap between policy makers and people at the grassroots. Consulting and action-oriented research are a part of this, but so far very little research has been undertaken at Kabwe for lack of staff and resources. Consulting is a regular part of the work of staff, however.

### Research:

Research has been limited largely to collecting data on the research resources of the region served.

### Commentary:

PAID, as an International Association, has enjoyed substantial donor support from European, Canadian, and United States agencies. Agencies have not only sponsored participants to attend PAID courses, but they have also contributed directly to the Organisation's budget. The small size of the Kabwe unit and the limitations of available space are serious constraints that limit effectiveness. Given its basic orientation to organisation-based training and recognition of the importance of both consulting and research to carrying out its objectives in the rural development field, the Institute could play a much more significant role were its new campus in place and a larger staff employed.

**ANGOLA**

## ANGOLA

Four training institutions will be mentioned for Angola. Full information was not available on matters of staff, enrollment, or physical facilities.

### Technical Centre for Administration (Centro Basico de Administracao)

This is a technical center of professional training in the Ministry of Industry. It is intended as a training resource for the productive units managed by the Government and it focuses on "administrative skills." It offers medium-term training in accounting, stock control, office management and secretariat functions, and secretarial skills. Occasional courses are offered in human resources management and industrial relations. Since its creation in 1977, the Centre has trained an estimated six hundred persons.

### Polytechnic Institute of Mararenko (Instituto Politecnico de Mararenko)

This is a technical school providing comprehensive training in the operational aspects of petroleum extraction, refining, and production. The School is supported by Commerint of Italy and UNIDO, and has the reputation of having good facilities and good instructors. Courses last from thirteen to eighteen months. There are plans to offer training in the managerial aspects of the petroleum industry.

### Central School of Economic Management (Escola Central de Gestao da Economia)

This is an elite staff college in the Ministry of Planning. It is supported by the Government of Cuba and it offers training in central economic planning. Participants in the courses offered are mostly from the Ministry of Planning or managers of state-owned productive enterprises. The curriculum is centered around: political economy, economic planning, accounting, finance, administration, and personnel administration.

### Party Staff College (Escola de Dirigentes do Partido)

Reference was made to a training centre within the official political party structure. It is intended to prepare cadres for the party, but the nature of the curriculum was not explained.

Name: Botswana Institute of Administration and Commerce (BIAC)

Location: Gaborone, Botswana

Size of Staff:

The teaching staff is approximately thirty-five. This has been augmented from time to time by two International Labour Office expert instructors.

Persons Enrolled per Year:

In 1983-1984, over 5,400 participants took a course or an examination at BIAC. Of these, 196 were in public service training, 180 were in certificate or diploma courses in accounting, and very substantial numbers were in departmental courses of various kinds. By far the largest portion of the total participants were examination takers (4,319), most of whom were not enrolled in any BIAC course. Some 176 were in secretarial training.

Physical Facilities:

BIAC has substantial classroom space, offices, and hostel accommodation for participants from outside the Gaborone area.

Structure of Management:

BIAC is a government operated training institution set up since 1975 directly responsible to the Permanent Secretary to the President. It was given its present name in 1980. When first created in 1962 it was a trade school under the Education Department. It was subsequently combined with the Public Works Department Training Organisation and named the Botswana Training Centre. BIAC accepts participants sponsored not only by government, but also by private sector institutions and parastatal organisations.

Specialisations:

BIAC remains essentially a trade school offering secretarial training and training in various special fields such as postal work, customs and excise work, telecommunications, and so on. In the administration field, courses are offered in clerical subjects, supply administration, basic and advanced government administration, and personnel management (the latter now transferred to the Institute of Development Management). Business studies are essentially in accountancy.

**BOTSWANA**

Special Competencies in Methodology or Other Features:

Trade courses have long emphasized work-related experience as part of the training process. Courses in administration and accountancy are essentially practical and aimed at entry level participants.

Consulting Activities: None

Research: None

Commentary:

BIAC is an important training institution for beginning public service and private employees. Administration and business courses are not truly courses in management, however.

LESOTHO

30a

Name: Centre for Accounting Studies

Location: Maseru, Lesotho

Size of Staff:

Six full-time and nine part-time lecturers.

Persons Enrolled per Year:

Not known. Those enrolled include correspondence students as well as persons who attend assembled classes.

Physical Facilities:

Four classrooms.

Structure of Management:

The Centre for Accounting Studies is the training arm of the Lesotho Institute of Accounts.

Specialisations:

Three professional levels of accountancy are trained. These include Public Accountant, Registered Accountant, and Licensed Accountant.

Special Competencies in Methodology or Other Features:

None known.

Consulting Activities:

No information.

Research:

No information.

Commentary:

None.

Name: Institute of Extra-Mural Studies (IEMS), National University of Lesotho.

Location: Maseru, Lesotho

Size of Staff:

There are twenty-two full-time teaching personnel and forty-nine part-time.

Persons Enrolled per Year:

Around five hundred people are enrolled in some sort of programme at any given time. In Business and Labour Studies, there are two-year Certificate and Diploma courses. In addition, courses of a non-certificate nature are given for local business clients, the number served averaging about fifteen a year. Courses include bookkeeping, personnel management, and commercial topics, as well as instruction in how to start a small business.

Physical Facilities:

A new campus in Maseru provides twelve classrooms and a conference room. Not all space is fully utilised so that the campus can offer supplemental space to other institutions.

Structure of Management:

IEMS is part of the National University of Lesotho.

Specialisations:

Eight divisions include; Research and Evaluation, Community and Leadership Development, Business Studies, Businessmen's Training, Part-time Degree Programme, Labour Studies, Media, and Credit Union Education.

Special Competencies in Methodology or Other Features:

Many of the studies are very basic and work-related. Others are of university level.

Consulting Activities:

Consulting service is provided to some business organisations in basic office operations.

Research:

The Research and Evaluation Division develops data for use in the planning of community education and development programmes. The emphasis is on community needs analysis.

Commentary: None

Name: Lesotho Institute of Public Administration (LIPA)

Location: Maseru, Lesotho

Size of Staff:

There are about a dozen local faculty, including the director and a deputy, plus three expatriate instructors.

Persons Enrolled per Year:

Around three hundred and fifty persons a year take courses at the Institute. These include most levels of the public service and also persons from parastatal organisations and the private sector.

Physical Facilities:

Facilities consist of four lecture rooms. There are no residential quarters.

Structure of Management:

The LIPA depends directly from the Prime Minister's Office and is funded out of the budget of that office.

Specialisation:

Courses are of one to four weeks' duration and range from basic office procedures to supervision to human relations, storekeeping, personnel management, and budgeting and financial management. In co-operation with the Faculty of Social Science of the National University of Lesotho, a Diploma Course in Public Administration is also offered. Participants number from 25-35 a year. The courses offered for the Diploma include Social and Political Structure of Lesotho, Organisation Theory and Practice, Elements of Economics and Statistics, Managerial and Action Research Methods. Program and Project Planning, Financial Management, and others.

Special Competencies in Methodology or Other Features:

Instruction in action research methods is to be noted, as is also beginning work in organisation development, finance and manpower planning. Back-up from expatriate personnel supports these efforts.

Consulting Activities:

Consulting work is carried out in registry, stores management, and performance appraisal systems.

Research:

Lack of qualified staff has impeded research efforts, although the importance of undertaking research is clearly recognized.

Commentary:

None

**MALAWI**

Name: Management Training Centre, Polytechnic Institute (Created 1981)

Location: Blantyre, Malawi

Size of Staff:

Two permanent instructors and a number of part-time instructors recruited from private sector organisations in Blantyre.

Persons Enrolled per Year:

Approximately six hundred persons are trained each year. Of this number, seventy percent are from the private sector and the other thirty percent from public agencies and parastatal organisations.

Physical Facilities:

Courses are given in a small but adequate new building on the campus of the Polytechnic Institute.

Structure of Management:

The Centre is an autonomous unit of the Polytechnic Institute, which in turn is a part of the University of Malawi.

Specialisations :

Courses on campus are mostly three-day seminars emphasizing middle-level business instruction . Topics include general management, finance, export marketing, and sales management. Also, in-house or organisation-based training is given for lower-level employees of business firms.

Special Competencies in Methodology or Other Features:

Lectures, discussions, and study of locally-derived business cases characterise the present programme.

Consulting Activities:

A few consulting assignments with business firms have been undertaken in the Blantyre area.

Research:

The centre has attempted a training needs assessment in the business community. Case materials have also been developed from local business experience.

Commentary:

The Centre leadership has aspirations to develop a full-fledged business school with authority to grant academic degrees in business at both undergraduate and graduate levels.

Name: Staff Training College.

Location: Mpemba, Malawi

Size of Staff:

The faculty consists of fifteen lecturers, many with advanced degrees.

Persons Enrolled per Year:

There are dormitory facilities for approximately two hundred persons at any one time. Courses vary in length and with one exception are designed for lower-level and entering government employees. The one exception is a high-level management course given at a hotel each year with joint sponsorship of the Royal Institute of Public Administration in the United Kingdom. Persons attending the special course is around thirty.

Physical Facilities:

The location is ten miles outside of Blantyre, and the ten classrooms are adequate. Assistance from the European Economic Community has provided a new library facility and a dormitory for sixty women. However, there are problems with sanitary facilities for the men's dormitory, and the college needs a safe water supply. The dining facility is old and too small. A new facility is needed.

Structure of Management:

The College depends directly from the Office of the President of the Malawi. There is a Principal in charge.

Specialisations:

Essentially entry-level training in structure, rules, and procedures of the public service. The exception is the high-level training in management with assistance from the British Royal Institute of Public Administration, provided once a year with financial support from the EEC and the ODA.

Special Competencies in Methodology or Other Features:

Teaching methods are traditional.

Consulting Activities: None

Research: None

Commentary: Principal and faculty have aspirations for more top-level training.

Name: Department of Public Administration, Chancellor College, University of Malawi

Location: Zomba, Malawi

Size of Staff:

There are six lecturers and a staff associate. The lecturers all have studied abroad, three in the United States and three in the United Kingdom. Five hold masters degrees and one an advanced diploma.

Persons Enrolled per Year:

The public administration programme is a four-year undergraduate set of courses leading to a Bachelor of Arts degree. Over one hundred students are enrolled, and about thirty a year are graduated. At the end of the third year, students are evaluated as to whether they should be given a diploma or continued for the fourth year and graduated with a degree. Recently the input of students has been reduced because of difficulty in placing graduates.

Physical Facilities:

Physical facilities are very adequate on the university campus.

Structure of Management:

The department is an integral unit of the college within the framework of a government-operated university.

Specialisations:

The programme is a general one in public administration, with a recent increasing emphasis on statistics, economics, and management to meet private sector needs. In the public sector area, new emphasis is being placed on local government with the addition of a new course on the subject.

Special Competencies in Methodology or Other Features:

An interesting feature of the programme is a period of attachment each year to government agencies or parastatals to provide practical experience. Reports on the attachments are required in the following academic period. It would appear that the curriculum is reviewed frequently to keep it relevant to the needs of the market place. Computer science work is available.

Consulting Activities: Minimal

Research:

The university supports faculty efforts to develop Malawian materials for use in the classroom through a system of financial support for such efforts.

Commentary:

In a country with extensive manpower needs in the administration and management field, the university program certainly serves a very useful purpose. One wonders, however, why there are placement problems for graduates.

**MOZAMBIQUE**

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## MOZAMBIQUE

More than any other SADCC country, Mozambique suffers from an acute paucity of both trained manpower and developed training institutions. There does not exist in Mozambique the equivalent of a national institute of public administration, although a study is currently under way that could lead to the creation of such an institution. The training taking place in the country is largely in-house and organised by ministries or departments to provide needed skills to lower-level employees.

There are some other efforts that deserve mention, however. The Bank of Mozambique provides both pre- and in-service training for persons who have potential to work for the bank or are already bank employees. One course lasts for three years and may be entered by persons with six years of primary education. There are also short courses conducted at the bank, and some people are sent to short course abroad.

The Ministry of External Trade provides in-service courses in insurance, import and export practice, foreign exchange, and so on. It also conducts seminars for directors and other senior officials on planning, co-ordination, and other topics relevant to international trade.

The Department of Economics at Eduardo Mondalane University offers a general three-year degree in economics. Students enter the university after completion of grade eleven. A five-year programme is planned in 1985. Of the twenty faculty members, only eight are nationals of Mozambique and only five hold Master's degrees.

The School of State and Law has focused on political education to up-grade leadership skills and to create new political leaders. Emphasis is on the political principles of FRELIMO. An effort is currently being made to shift the emphasis to public administration training with courses in sectoral management, information and registry, basic typing, etc. Lack of trained staff presents serious constraints for the School. At best, it can only offer elementary training.

**SWAZILAND**

Name: Swaziland Institute of Management and Public Administration (SIMPA)

Location: Mbabane, Swaziland

Size of Staff:

The faculty consists of six instructors, including the director. The authorized staff is twelve instructors, and the vacancies are owing to the inability to recruit qualified people at current salary levels.

Persons Enrolled per Year:

Approximately one thousand people participate in SIMPA training programmes each year, most of whom are middle-level government employees. Occasionally courses are given for higher-level people and some are for more junior staff of the public services. Courses vary from two weeks to six months in length. Most are of four weeks duration.

Physical Facilities:

SIMPA enjoys a campus-type location on a hill on the outskirts of Mbabane. There are adequate classrooms and conference rooms, office space for faculty and staff, a library, a refectory, and hostel accommodations for twenty-four participants. A larger number can be housed in less suitable facilities, but these are seldom used. There is some audio-visual equipment, plus one mini-computer used for word processing and office functions only.

Structure of Management:

The Institute is an integral part of the Ministry of Labour and Public Service to which the Principal reports. A recent recommendation by an outside consultant that SIMPA be granted the status of an autonomous institution has been accepted by Cabinet, but there are a number of procedural steps to be completed, including the determination of a governing board, before autonomy can become a reality.

### Specialisations:

The range of course offerings is wide. There is a course for recent diploma holders or degree graduates who enter the public service. An accountancy induction course is given for employees in accounting positions on temporary status who must pass examinations to become permanent. There are courses for postal workers, for managers of educational institutions, and for trainers of extension workers. General Management, Financial Management and Budgeting, and Planning and Managing Projects are the subjects of other courses. An introductory course on computers has been started, but it can deal only with theory as there are no computers available for instruction purposes.

### Special Competencies in Methodology or Other Features:

In many courses an effort is made to involve participants in the instructional process through discussions, role playing, and simulation exercises. Lecture with discussion constitutes the predominant form of instruction for most courses.

### Consulting Activities:

Faculty are available for some consulting work, but little is done.

### Research:

Research is recognised as a need in the Swaziland context, but so far little has been attempted.

### Commentary:

Owing to its small staff and recruiting difficulties, SIMPA has been able to accomplish only a limited portion of its objectives. If organisational autonomy and adequate funding can be achieved, it can become a major resource in preparing the country's present and future managers.

**TANZANIA**

Name Institute of Development Management (IDM)

Location: Mzumbe, Morogoro, Tanzania

Size of Staff:

There are over one hundred faculty, plus a considerable number of tutorial assistants, administrators, and other professional staff.

Persons Enrolled per Year:

Normally, there are between nine hundred and one thousand students enrolled at IDM at any given time. Inasmuch as many of the courses run for three years, the number of individuals entering or leaving the Institute each year is considerably less. There are courses of shorter duration, however, as well as workshops and seminars for various types of managers from government or public enterprises.

Physical Facilities:

IDM has nearly one thousand acres of land situated 135 miles west of Dar es Salaam. Its buildings include classroom space, dining facilities for 1,000 people, dormitories to house 1,000 students, library, recreational facilities, and other related structures. Library facilities are inadequate, however, and additional classrooms are needed. Many structures are in very poor condition owing to lack of maintenance in recent years. There is no computational facility.

Structure of Management:

The Institute of Development Management was established at its present location in Mzumbe in 1970 by amalgamating the former Institute of Public Administration (part of the former University College) and the Local Government and Rural Development Training Centre, already situated at Mzumbe. The Governing Body consists of a Chairman, appointed by the President of the Republic, and approximately nineteen other members, some of whom are permanent secretaries of key government ministries, the Principal of the Institute, representatives of the University of Dar es Salaam and the Co-operative Union, as well as the workers' organisation, and others (not to exceed 10) who are appointed by the Minister for Manpower Development and Administration. The Ministry of Manpower Development and Administration also exercises government oversight of the Institute.

### Specialisation:

Advanced Diploma courses are offered under the Department of Administrative Studies. These include: Public Administration, Hospital Administration, and Economic Planning. An Ordinary Diploma is offered in Law, and certificates are offered in Manpower Management, Law and Local Government Administration and Local Government Finance. Under the Department of Business Studies, Advanced Diplomas are offered in Certified Accountancy and in Business Administration, while a Post Graduate Diploma is available in General Management and a Certificate in Basic Management.

### Special Competencies in Methodology or Other Features:

IDM faculty for the most part hold university degrees at the Master's level, although quite a number also hold the Doctorate. Most of the advanced degrees were acquired outside of Africa, from Europe to Australia, to North America. One basic reason for creation of IDM was to have a management and administration programme relevant to Africa and Tanzania in particular. To a considerable degree, this seems to have been achieved through a strong emphasis on learning by doing. Extensive internships and participative learning are a feature of the programmes. This type of effort has been reinforced in a recent USAID-sponsored project in Training for Rural Development in which action-trainers have played a key role.

### Consulting Activities:

Faculty assist government departments and enterprises in determining needs and designing special training interventions. They also assist in addressing problems and seeking to find solutions.

### Research:

Applied research is a part of the work of many faculty members who work with real management issues and problems.

### Commentary:

The management training needs of Tanzania are so great that the best efforts of IDM, and other institutions, can only deal with a small portion of them. There are literally thousands of people in management positions at high and middle levels who have had no training for those positions, and most will never see the inside of IDM. It should be noted that IDM serves Tanzania, not other countries of the region. It is, nevertheless, one of the strongest management training institutions in the Eastern and Southern African region.

Name: Institute of Financial Management (IFM)

Location: Dar es Salaam, Tanzania

Size of Staff:

The faculty is around fifty in number.

Persons Enrolled per Year:

The Institute has a capacity of 600 students, but more than that number are enrolled, if short courses are included. It has hostel facilities for 250 students.

Physical Facilities:

IFM is located in downtown Dar es Salaam. The structures are old and deteriorating rapidly owing to lack of maintenance. The library is outdated and text supplies are not adequate. There are no computational facilities, which is a serious deficiency in an financial management training centre.

Structure of Management:

The Institute of Financial Management is a government-operated institution.

Specialisations:

The major functions of the IFM are to provide three-year advanced diplomas in the fields of banking, professional accountancy, insurance, tax administration, and financial administration, catering to the banks and other financial institutions of the country. It also runs a series of short courses in accountancy, project evaluation, small scale industry development, capital management, and management audits.

Special Competencies in Methodology or Other Features:

Heavy dependence on the lecture method is in part a reflection of scarce texts and other teaching materials.

Consulting Activities:

There are some faculty who engage in consulting.

Research:

The IFM is not a research institution.

Commentary: None

Name: University of Dar es Salaam

Location: Dar es Salaam, Tanzania

Size of Staff:

The Faculty of Arts and the Faculty of Commerce and Management are the two groups engaged in some form of management training. Total numbers do not exceed 25 people

Persons Enrolled per Year:

Data on undergraduate enrollments are difficult to evaluate as people enrolled in a course do not necessarily graduate with a degree in the management or administration field. At the masters level, however, five candidates will be admitted to a new MPA degree in 1985, and the MBA programme, now in existence for six years, admits less than twenty students a year.

Physical Facilities:

General facilities of a large university are used. Classrooms are adequate. There are no computational facilities, however. There are shortages of books and other equipment, and library materials have not been kept up-to-date.

Structure of Management:

The University of Dar es Salaam is a government operated university, have the usual academic officers, faculties, and departments. Faculty perceive themselves as underpaid, and the certainly are in contrast to the faculty at ESAMI in Arusha.

Specialisations:

The programmes are basically pre-entry education. That is, they are for persons who have not yet entered the work force. There are really no specializations in the field of management other than accountancy.

Special Competencies in Methodology or Other Features:

The lecture method is primary mode of instruction. There is a heavy focus on theory.

Consulting Activities: Virtually none.

Research: Individual faculty engage in some research.

Commentary:

The numbers graduating from the university are far too small to have a significant impact on the management scene in Tanzania. Nevertheless, some graduates have become strong faculty members of training institutions in the region.

**ZAMBIA**

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Name: National Institute of Public Administration (NIPA)

Location: Lusaka, Zambia

Size of Staff:

Seventy-five, including the Principal, Deputy Principal, and Registrar. Eleven positions were vacant and seventeen were filled by expatriates.

Persons Enrolled per Year

Student residential capacity on three campuses totals 700. However, enrollments are considerably larger because courses do not all conform to an annual calendar and many in-service participants do not require residence facilities.

Physical Facilities:

The Main Campus in Lusaka, where several diploma courses are given, has very suitable facilities, a sizable library, and residential quarters for 400 students. The Burma Road Campus, where many certificate courses are offered, has suitable classroom and residential facilities for 200. The Chalimbana Campus, located some 40 kilometers east of Lusaka, where training in accountancy is provided, is the smallest, with hostel quarters for 100.

Structure of Management:

The National Institute of Public Administration is a department within a government ministry, personnel division of the Cabinet Office. Programme and financial decisions require approval of the Permanent Secretaries for Personnel and Finance. An Advisory Board of 12 members (from the University of Zambia, parastatal enterprises, and government members) is precisely what the name implies: advisory only. Operation of the Institute is the responsibility of a Principal and Deputy Principal. The Permanent Secretary of the Cabinet Office is a key decision maker.

Specialisations:

Major programmes are in general administrative training, leading to a diploma in personnel management; accountancy; legal training; hospital administration; executive training; and secretarial training. A diploma course in accountancy and auditing is to begin in 1985.

Special Competencies in Methodology or Other Features:

From its creation in 1964, the NIPA has attempted to keep in the forefront of training methodologies and to avoid too heavy

a reliance on lectures as the principal method of instruction. Thus case studies, syndicates, role playing, and various practical exercises have been stressed. A library of over 20,000 volumes has made substantial reading material available, although the dearth of African materials remains a problem.

Consulting Activities:

A consultancy and research unit has been created on the Main Campus of the Institute, with an initial establishment of three. The posts had not been filled at the time of the field visit.

Research:

See above.

Commentary:

The Zambia Institute would seem to offer an excellent foundation for a strong national management training programme. A major problem has been and remains the recruitment and retention of top quality instructional staff. Salaries and conditions of service are not considered to be competitive and there is insufficient staff housing.

Name: Departments of Political and Administrative Studies and Business and Economics, University of Zambia

Location: Lusaka, Zambia

Size of Staff:

The Business and Economics Programme has three faculty, the Political and Administrative Studies Programme has thirteen.

Persons Enrolled per Year:

Approximately sixty full-time equivalent students in the Business and Economics Department and two hundred in the Political and Administrative Studies Department. Four students are enrolled in a two-year Master's degree programme in Public Administration.

Physical Facilities:

University campus provides adequate classrooms and related facilities. Library is inadequate for advanced work.

Structure of Management:

Departments within the university structure.

Specialisation:

The programmes are all at the undergraduate level with the exception of a recently inaugurated Master's programme in Public Administration.

Special Competencies in Methodology or Other Features:

None

Consulting Activities:

None

Research:

Very little has been undertaken.

Commentary:

There is close collaboration between the University Programme in Public Administration and the National Institute of Public Administration.

Name: School of Business and Industrial Studies, University of Zambia

Location: Ndola, Zambia (Actually situated in Kitwe)

Size of Staff:

Approximately twelve full-time faculty, about half of which are expatriates.

Persons Enrolled per Year:

Some five hundred students are enrolled in pre-professional studies in business and accountancy.

Physical Facilities:

The School is temporarily housed in Kitwe on the campus of the Zambian Institute of Technology. Facilities are overcrowded and inadequate in most respects. Funds have never been available to build on the fine campus site at Ndola; hence continuation in the temporary quarters at Kitwe.

Structure of Management:

The School is an integral part of the University of Zambia and is headed by a dean, the first Zambian to hold the position, as earlier deans were expatriates.

Specialisations:

The program is a general undergraduate programme in business and commerce with heavy emphasis in accounting.

Special Competencies in Methodology or Other Features:

The lecture method is used almost exclusively except in a few advanced courses that make use of cases. Overly large classes militate against use of more participative teaching methods. Also texts and other teaching materials are scarce, so that there is little else to rely on but lectures.

Consulting Activities:

None.

Research:

None

Commentary:

Faculty teach as many as eighteen hours a week, leaving no time for research. turnover is very high, as salary and working conditions are poor. Four expatriate faculty are supported by international donors.

Name: Management Development Department, Education and Training Unit, Zambia Consolidated Copper Mines

Location: Kitwe, Zambia

Size of Staff:

Three full-time trainers. There are six positions authorised.

Persons Enrolled per Year:

There are around fifty students enrolled at any one time, but these figures vary considerably as various short courses of different duration constitute the bulk of the programme.

Physical Facilities:

Campus-like facilities are quite adequate.

Structure of Management:

The Department is a part of the Education and Training Unit of the Zambia Consolidated Copper Mines, a state-owned enterprise.

Specialisations:

In-service training for young middle-level managers, with subjects determined through training needs assessments made by divisional officials of the enterprise.

Special Competencies in Methodology or Other Features:

Although the lecture method is used extensively, various participative techniques are also employed.

Consulting Activities:

None

Research: None

Commentary:

The faculty, entirely Zambian, are trained professionals, and their ranks are augmented by company officials from time to time.

Name: Institute of Personnel Management of Zimbabwe.

Location: Harare, Zimbabwe

Size of Staff:

A roster of 26 part-time people who are experts in various fields offer courses.

Persons Enrolled per Year:

Approximately 400.

Physical Facilities:

Office space only.

Structure of Management:

The Institute is run by a council of seven with a President in overall charge. National Officer, receptionist, printer and messenger constitute the full time employees.

Specialisations:

All areas relevant to the personnel function.

Special Competencies in Methodology  
or Other Features

Most courses include the following teaching methods: role playing, use of films and other visual aids, hand outs and discussions. Groups are kept small to ensure presenter/student contact at optimum level.

Consulting Activities: None

Research: None

Commentary:

I.P.M. also runs a correspondence course in personnel management and in personnel training which lead to an intermediate diploma. Students may register at any time, and exams are written twice a year (May and Oct.). Students have to submit a prescribed number of assignments for each subject in order to qualify for the examination. Some 200 students are enrolled.

**ZIMBABWE**

Name: Training Management Bureau (TMB)

Location: Harare, Zimbabwe

Persons Enrolled per Year:

30,000 per year (including all training centres).

Size of Staff:

Ten professionals plus recruited short-term consultants for specific courses and organizational development activities.

Physical Facilities:

Use hired facilities for training. Head office situated in the building of the Ministry of Public Service.

Structure of Management:

A Department in the Ministry of Public Service headed by a Deputy Secretary and answerable to the Secretary of the Public Service Commission.

Specialisations:

In-service training of civil servants (a) areas common to all Ministries, e.g., administration, and (b) specialised training peculiar to particular Ministries.

Special Competencies in Methodology or  
Other Features

Uses a variety of methodologies such as role playing, audio-visual presentation, simulation, etc.

Consulting Activities:

Provides consulting services on a limited basis to Ministries.

Research:

Limited to training needs analysis and evaluation and building of training materials.

Commentary:

Note that the TMB has under it two major divisions, each headed by an Under-Secretary. The first is responsible for rural development training, and therefore encompasses the National Training Centre at Domgoshawa and all provincial

training centres. The second provides administration management training service and oversees activities at the Highlands National Training Centres as well as other ad hoc administration management training activities. In addition there is an Assistant Secretary responsible for administration in the TMB who is answerable to the Deputy Secretary who heads the TMB as a whole.

Name: Zimbabwe Institute of Management (ZIM)

Location: Harare, Zimbabwe. There are branch offices in Bulawayo, Kwe Kwe, Gweru, and Masvingo.

Size of Staff:

Three full time staff plus a pool of consultants.

Persons Enrolled per Year:

Approximately 1,200

Physical Facilities:

In Harare, there are two conference rooms, one accomodating 30 and the other 15 people. In other locations, use is made of hotel conference rooms.

Structure of Management:

The President of the Institute and a Council of elected members oversee the work of a Director and Deputy Director of Training.

Specialisations:

General management training with emphasis on human relations skills and conceptual skills.

Special Competencies in Methodology or Other Features:

The case study method is used extensively, with cases developed by the Institute staff. The Institute also makes use of some 160 training films.

Consulting Activities:

The Institute is a member of the Government Management Training Bureau Consultative Committee and of the Training Advisory Committee to the Zimbabwe Institute of Public Administration and Management. Consulting services are available to member organisations of the Institute.

Research:

Limited to case development primarily.

Commentary:

The Zimbabwe Institute of Management has 2167 private members and 207 institutional or collective subscribers from the commercial and industrial sectors, including major banks, finance houses, conglomerates, and large and small businesses. The Government is a collective member.

Professional examinations are offered leading to a Diploma in Business Administration.

In 1984-85, some sixty-five seminars were held with a total participation of over 1,000 people. A two week residential seminar was also offered at the University of Zimbabwe. In 1985-1986, a four week International Executive Programme will be offered at the Victoria Falls Hotel. Both the University of Zimbabwe programme and the International Executive Programme are expected to become annual events.

Name: Zimbabwe Institute of Public Administration and Management (ZIPAM)

Location: Harare, Zimbabwe

Size of Staff:

Four, including the director.

Persons Enrolled per Year:

The Institute is not yet operational and has given no courses.

Physical Facilities:

Offices are located in a large office building also occupied by the Zimbabwe Public Service Commission. Training facilities have not yet been identified, although several possibilities are reported to be under consideration.

Structure of Management:

The Zimbabwe Institute of Public Administration and Management is to be the top national training entity of the Public Service Commission. The Public Service Commission is an appointed body responsible for recruitment and training of public service personnel at all levels.

Specialisations:

The ZIPAM is being designed to train senior public servants (assistant secretary level and above) from central and local government agencies in the fields of: (1) Development Planning and Management, (2) Public Administration, (3) Financial Management, (4) Human Resources Management, and (5) Local Government Studies.

Special Competencies in Methodology or Other Features:

These are yet to be developed.

Consulting Activities:

Yet to be developed.

Commentary:

None.

Name: Department of Political and Administrative Studies and  
Department of Business Studies, University of Zimbabwe

Location: Harare, Zimbabwe

Size of Staff:

Approximately twelve full-time faculty.

Persons Enrolled per Year:

This is difficult to determine, inasmuch as programmes are at the undergraduate level and students take courses without being majors in the specific subjects:

Physical Facilities:

Excellent classroom and other facilities on a newly developed campus. Library is one of the more advanced in the region.

Structure of Management:

The departments are elements within a School of Social Science, which in turn is part of general university structure.

Specialisations:

A post-graduate diploma will be introduced in Public Administration in 1985. In addition to courses in public administration, organisation and methods, public finance and budgeting, new courses in development management and personnel management are to be introduced into the undergraduate curriculum in 1985.

Special Competencies in Methodology or Other Features:

None

Consulting Activities:

Professors do engage in consulting work, some for international organisations.

Research: A research programme is under development.

Commentary:

The Public Administration Programme is one of the stronger university programmes in the SADCC region.