

PNBBC 738

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<b>AGENCY FOR INTERNATIONAL DEVELOPMENT</b> <b>PROJECT DATA SHEET</b>		<b>1. TRANSACTION CODE</b> <input type="checkbox"/> A = Add <input type="checkbox"/> C = Change <input type="checkbox"/> D = Delete	<b>Amendment Number</b>  	<b>DOCUMENT CODE</b> <b>3</b>
<b>2. COUNTRY/ENTITY</b> ZIMBABWE		<b>3. PROJECT NUMBER</b> 613-0229		
<b>4. BUREAU/OFFICE</b> ZIMBABWE		<b>5. PROJECT TITLE (maximum 40 characters)</b> ZIMBABWE MANPOWER DEVELOPMENT II		
<b>6. PROJECT ASSISTANCE COMPLETION DATE (PACD)</b> MM DD YY 09 30 93		<b>7. ESTIMATED DATE OF OBLIGATION</b> (Under 'B:' below, enter 1, 2, 3, or 4) A. Initial FY 86 B. Quarter 3 C. Final FY 90		

8. COSTS (\$000 OR EQUIVALENT \$1 = )						
A. FUNDING SOURCE	FIRST FY 86			LIFE OF PROJECT		
	B. FX	C. L/C	D. Total	E. FX	F. L/C	G. Total
AID Appropriated Total						
(Grant)	( 2,000 )	( )	( 2,000 )	(15,000 )	( )	(15,000 )
(Loan)	( )	( )	( )	( )	( )	( )
Other U.S.						
1.						
2.						
Host Country					6,139	6,139
Other Donor(s)						
<b>TOTALS</b>	<b>2,000</b>		<b>2,000</b>	<b>15,000</b>	<b>6,139</b>	<b>21,139</b>

9. SCHEDULE OF AID FUNDING (\$000)									
A. APPROPRIATION	B. PRIMARY PURPOSE CODE	C. PRIMARY TECH. CODE		D. OBLIGATIONS TO DATE		E. AMOUNT APPROVED THIS ACTION		F. LIFE OF PROJECT	
		1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan
(1) EHR	600	700		-0-		2,000		15,000	
(2)									
(3)									
(4)									
<b>TOTALS</b>				<b>-0-</b>		<b>2,000</b>		<b>15,000</b>	

<b>10. SECONDARY TECHNICAL CODES (maximum 6 codes of 3 positions each)</b> 280 580 700	<b>11. SECONDARY PURPOSE CODE</b>  
<b>12. SPECIAL CONCERNS CODES (maximum 7 codes of 4 positions each)</b> A. Code BWW B. Amount \$5,000,000	

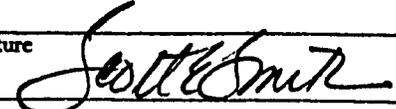
**13. PROJECT PURPOSE (maximum 480 characters)**

To assist Zimbabwe meet its long-run labor market requirements for professional, technical, and managerial resources.

<b>14. SCHEDULED EVALUATIONS</b> Interim MM YY MM YY Final MM YY 06 87 06 89 01 93	<b>15. SOURCE/ORIGIN OF GOODS AND SERVICES</b> <input checked="" type="checkbox"/> 000 <input type="checkbox"/> 941 <input checked="" type="checkbox"/> Local <input type="checkbox"/> Other (Specify)
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**16. AMENDMENTS/NATURE OF CHANGE PROPOSED (This is page 1 of a \_\_\_\_\_ page PP Amendment.)**

Not Applicable

<b>17. APPROVED BY</b>	Signature 	<b>18. DATE DOCUMENT RECEIVED IN AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION</b> MM DD YY
	Title Scott E. Smith Acting Director	

## INSTRUCTIONS

The approved Project Data Sheet summarizes basic data on the project and must provide reliable data for entry into the Country Program Data Bank (CPDB). As a general rule blocks 1 thru 16 are to be completed by the originating office or bureau. It is the responsibility of the reviewing bureau to assume that whenever the original Project Data Sheet is revised, the Project Data Sheet conforms to the revision.

Block 1 - Enter the appropriate letter code in the box, if a change, indicate the Amendment Number.

Block 2 - Enter the name of the Country, Regional or other Entity.

Block 3 - Enter the Project Number assigned by the field mission or an AID/W bureau.

Block 4 - Enter the sponsoring Bureau/Office Symbol and Code. *(See Handbook 3, Appendix 5A, Table 1, Page 1 for guidance.)*

Block 5 - Enter the Project Title *(stay within brackets; limit to 40 characters).*

Block 6 - Enter the Estimated Project Assistance Completion Date. *(See AIDTO Circular A-24 dated 1/26/78, paragraph C, Page 2.)*

Block 7A. - Enter the FY for the first obligation of AID funds for the project.

Block 7B. - Enter the quarter of FY for the first AID funds obligation.

Block 7C. - Enter the FY for the last AID funds obligations.

Block 8 - Enter the amounts from the 'Summary Cost Estimates' and 'Financial Table' of the Project Data Sheet.

**NOTE: The L/C column must show the estimated U.S. dollars to be used for the financing of local costs by AID on the lines corresponding to AID.**

Block 9 - Enter the amounts and details from the Project Data Sheet section reflecting the estimated rate of use of AID funds.

Block 9A. - Use the Alpha Code. *(See Handbook 3, Appendix 5A, Table 2, Page 2 for guidance.)*

Blocks 9B., C1. & C2. - See Handbook 3, Appendix 5B for guidance. The total of columns 1 and 2 of F must equal the AID appropriated funds total of 8G.

Blocks 10 and 11 - See Handbook 3, Appendix 5B for guidance.

Block 12 - Enter the codes and amounts attributable to each concern for Life of Project. *(See Handbook 3, Appendix 5B, Attachment C for coding.)*

Block 13 - Enter the Project Purpose as it appears in the approved PID Facesheet, or as modified during the project development and reflected in the Project Data Sheet.

Block 14 - Enter the evaluation(s) scheduled in this section.

Block 15 - Enter the information related to the procurement taken from the appropriate section of the Project Data Sheet.

Block 16 - This block is to be used with requests for the amendment of a project.

Block 17 - This block is to be signed and dated by the Authorizing Official of the originating office. The Project Data Sheet will not be reviewed if this Data Sheet is not signed and dated. **Do not initial.**

Block 18 - This date is to be provided by the office or bureau responsible for the processing of the document covered by this Data Sheet.

ACTION MEMORANDUM

May 29, 1986

Lucretia Taylor *L. Taylor* Program Officer, USAID/Zimbabwe

Zimbabwe -- Manpower Development (ZIMMAN) II -- (613-0229)

Acting Director, Scott E. Smith

Problem: Your approval is requested for a grant of \$15,000,000 to Zimbabwe from the Education and Human Resources account for the Zimbabwe Manpower Development (ZIMMAN) II Project (613-0229). Up to \$10 million in ESF funds may be substituted for DA funds over the Life of Project. It is planned that \$2,000,000 will be obligated in FY 1986.

Discussion:

The purpose of the project is to assist Zimbabwe meet its long run labor market requirements for professional, technical and managerial resources. This will be done through strengthening existing public and private institutional capacity to train men and women; and through upgrading of human resources in the public and private sectors in the fields of manpower planning, agriculture, engineering, science, technology, administration, management, health and education.

Six years after Independence, Zimbabwe continues to suffer a severe shortage of skilled and experienced manpower. Shortages in technical, scientific and medical fields, and in middle and senior management, are a lingering result of discriminatory training and labor practices prior to Independence, and are compounded by continued emigration of experienced workers. Despite some expansion in the educational system, institutional capacity is still lacking and the output of skilled human resources has failed to make up for net losses.

ZIMMAN I, which began in FY 1982, has provided over 4500 person months of short and long term training, including skills upgrading for mid-level professional and technical employees in the civil service, the University of Zimbabwe and the private sector. Over time, ZIMMAN has increased its emphasis on establishing stronger and expanded indigenous training capacity. Formal and informal evaluations of ZIMMAN I have been favorable, and there is indication that ZIMMAN I returnees are experiencing increases in productivity and individual career advancement as a result of their training.

The PACD for ZIMMAN I is June 30, 1988, a date which at first glance appears to be a long time in the future. However, the policy of fully funding all long-term participants at the outset of their training has resulted in present commitments of over 96 percent of ZIMMAN I funds for training activities. In order to continue to place long-term trainees in 1986, ZIMMAN II must be initiated now. As a key source of funding for institutional and human resources development in Zimbabwe, a delay in funding would have a detrimental impact on Zimbabwe's efforts to strengthen its human resource base.

This second ZIMMAN project, while continuing the needed in-service skills upgrading effort, will place even more emphasis on the development of training institutions. Support for the University of Zimbabwe staff Development Program will be broadened significantly. Support for private sector manpower development and training programs will continue from the modest start under ZIMMAN I. Greater emphasis will be placed on building manpower planning capacity within the Government and within key institutions supported under ZIMMAN I.

Through provision of needed skills to Zimbabweans and through upgrading Zimbabwe's capacity to meet current and projected labor market demands, the project is directly supportive of the country strategy to increase employment and economic growth.

The principal beneficiaries of the Project will be the approximately 79 Zimbabweans to receive degree training, the approximately 105 academic, technicians and managers to receive short term training, and the estimated hundreds to participate in in-country seminars and workshops. The proportion of women trainees will increase to 35 percent, from 20 percent in ZIMMAN I.

The AID funding for the project will amount to \$15,000,000 over the 7 year life-of-project. The funds will be obligated in increments, with the first increment of \$2,000,000 to be provided in FY 1986.

Planned expenditures are as follows:

Technical assistance	\$ 3,733,000
Commodities	\$ 1,800,000
Training	\$ 5,084,000
Placement Contract	\$ 2,000,000
Other, including Contingency, Inflation	\$ 2,383,000
<b>TOTAL</b>	<b>\$15,000,000</b>

The host country contribution, including contributions from the GOZ, the University of Zimbabwe and the private sector, will provide the equivalent of \$6,139,000 (29% of total project costs) to pay for salaries of trainees, airfares, support costs of in-country training and technical assistance, and other costs.

The project has been analyzed from the socio-economic, technical and environmental perspectives and has been found to be sound. A Categorical Exclusion from environmental analysis under Reg. 16 was approved concurrently with the PID and a facesheet is included as Annex E. No human rights issues are involved with regard to this project.

The project includes an Implementation Plan which establishes a realistic time frame for carrying out the project. The plan has been developed with the full cooperation of the host country entities involved, including the Ministry of Labour, Manpower Planning and Social Welfare and University of Zimbabwe, as well as the Interministerial Scholarship Committee and the Private Sector Training Committee formed under ZIMMAN I.

Based on current availability of trainees under ZIMMAN I and the waiting list already occurring in anticipation of ZIMMAN II along with recently submitted training plans for the University of Zimbabwe and the private sector, no short-fall of trainees is anticipated.

In addition to the normal conditions precedent and covenants for this type of project, the Project Agreement will contain a condition precedent to disbursements requiring the GOZ to submit annual training plans for the public sector in-service training component of the project. The GOZ will covenant to encourage expanded participation of women in short and long term training activities funded through the Project.

The authorized source for commodities and services will be A.I.D. Geographic Code 000 (U.S. only). However, waivers are expected to be required for some training materials, including audio/visual equipment and books. USAID will process the required waivers for non-U.S. source/origin items as needs are specifically identified, using the authority delegated under DOA 140, as revised. That portion of short term training to be undertaken in Third Countries can be accomplished under existing Third Country Source Training Waiver for USAID/Zimbabwe projects (see RLA memorandum dated April 10, 1986, for discussion). That waiver will accommodate up to \$1,000,000 for third country training under ZIMMAN I and II combined. ZIMMAN I will spend \$170,000 for third country training, the level of ZIMMAN II is estimated to be approximately the same.

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In the ECPR cable on this Project, 85 STATE 377084, AID/W concluded that the Project offers opportunities for Gray Amendment contracting and charged the PP design team with the responsibility for exploring alternative contracting mechanisms to ensure Gray Amendment entity consideration in the follow-on contracts for training and procurement. Options that were to have been considered include 8A set-asides, joint ventures, and subcontracting. AID/W instructed the Mission to review the options and discuss them with the Africa Bureau's Minority Liaison Officer prior to authorization of the project. The PP discussion of project contracting, on pages 5 and 31-32 concludes that this is an appropriate project for Gray Amendment contracting. Under the circumstances, and given the Gray Amendment Certification requirements stated in 85 STATE 348103, it is recommended that you sign the attached Certification to the effect that ZIMMAN II is considered appropriate for minority or Gray Amendment organization contracting.

A Technical Notification was submitted to Congress on March 7, 1986 and has expired without Congressional objection.

An Ad Hoc Delegation of Authority was granted to USAID/Zimbabwe in the ECPR Guidance cable (85 State 377084), to authorize this project in an amount not to exceed \$15.0 million. The Ad Hoc Delegation is to be exercised on all the terms and conditions of DOA 140, including the requirement for REDSO concurrence, with the exception of the dollar amount limitation. The concurrence of REDSO/ESA is contained in Nairobi 12480 dated April 18, 1986 (attached).

Recommendation:

That you sign the attached Project Authorization and thereby approve the life of project funding of \$15,000,000 for the Zimbabwe Manpower Development II project, and that you sign the attached Gray Amendment Certification as discussed above.

Attachments: A. Gray Amendment Certification  
B. Project Authorization  
C. Project Paper

Approved: \_\_\_\_\_

Date: \_\_\_\_\_

*Scott E. Smith*  
5/30/86

PROJECT AUTHORIZATION

Name of Country: Zimbabwe  
Name of Project: Zimbabwe Manpower Development (ZIMMAN) II  
Number of Project: 613-0229

1. Pursuant to Section 105 of the Foreign Assistance Act of 1961, as amended, I hereby authorize the Zimbabwe Manpower Development II Project (the "Project") for the Government of Zimbabwe (the "Government") involving planned obligations in an amount not to exceed \$15,000,000 in grant funds over a four year period from the date of authorization, subject to the availability of funds in accordance with the A.I.D. OYB/allotment process, to help in financing foreign exchange and local currency costs for the project. The planned life of the Project is 7 years from the date of initial obligation. Up to \$10 million in ESF funds, Section 531 of the FAA, may be substituted for Section 105 funds over the Life of Project.

2. The Project is for the provision of training and training-related support, long and short-term consultants and equipment (under a flexible format) to assist Zimbabwe in meeting its long-run labor market requirements for professional, technical and managerial resources. This will be done through strengthening existing public and private institutional capacity to train men and women, and through upgrading of human resources in the public and private sectors in the fields of manpower planning, agriculture, engineering, science, technology, administration, management, health and education.

3. The Grant Agreement, which may be negotiated and executed by the officers to whom such authority is delegated in accordance with A.I.D. regulations and Delegations of Authority, shall be subject to the following terms and covenants and major conditions, together with other terms and conditions as A.I.D. may deem appropriate.

a. Source and Origin of Goods and Services.

Goods and services, except for ocean shipping financed by A.I.D. under the Project, shall have their source and origin in the United States or in Zimbabwe, except as A.I.D. may otherwise agree in writing. Ocean shipping financed by A.I.D. under the Project shall be financed only on flag vessels of the United States, except as A.I.D. may otherwise agree in writing.

b. Conditions Precedent.

The Project Agreement shall contain conditions precedent to disbursement in substance as follows:

(1) Prior to first disbursement, or to the issuance of any commitment documents under the Project Agreement, the Grantee shall furnish, in form and substance satisfactory to A.I.D. the names, titles and specimen signatures of the officials responsible for administration of the Project and for the release of funds for Project activities.

(2) Prior to any disbursement of funds for training or the issuance of any commitment documents related thereto for funds in excess of the initial obligation, the Grantee, except as A.I.D. may otherwise agree in writing, shall furnish in form and substance satisfactory to A.I.D., an annual training plan for the public sector components of the project, excluding the University of Zimbabwe.

c. Covenants.

The Project Agreement shall set forth an undertaking providing in substance as follows, except as A.I.D. may otherwise agree in writing:

(1) The Government agrees to financially support the participants from the public sector during their absence on long or short-term training in accordance with existing GOZ regulations on training.

(2) The Government shall covenant to make available qualified candidates for long-term and short-term training in the U.S. and other developing countries and to ensure by bonding and other means that these persons are assigned to suitable positions utilizing their training, for a period at least equal to the period of training financed under this Project.

(3) The Government and AID agree to establish an evaluation program as part of the Project. The evaluation program will include two formal evaluations: one during the implementation of the Project and the other as a final evaluation. Both evaluations will:

(a) Evaluate progress toward attainment of the objectives of the Project;

(b) Identify and evaluate problem areas and constraints which may inhibit such attainment;

(c) Assess how such information may be used to help overcome such problems and constraints; and

(d) Evaluate, to the degree feasible, the overall development impact of the Project.

(4) The Government agrees to encourage the participation of women in short and long-term training activities funded through the Project.

Date: 5/30/86

  
\_\_\_\_\_  
Scott E. Smith  
Acting Director,  
USAID/Zimbabwe

ZIMBABWE

MANPOWER DEVELOPMENT PROJECT (ZIMMAN) II

(613-0229)

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## List of Acronyms

AED:	Academy for Educational Development
AID:	Agency for International Development
BEST:	Basic Education and Skills Training Sector Assistance Program
CDSS:	Country Development Strategy Statement
CIF:	Cost Insurance and Freight
CIP:	Commodity Import Program
EMCOZ:	Employer's Confederation of Zimbabwe
EOPS:	End of Project Status
ESAMI:	East and Southern African Management Institute
FRG:	Federal Republic of Germany
GDP:	Gross Domestic Product
GOZ:	Government of Zimbabwe
HRDO:	Human Resources Development Officer
IDM:	Institute of Development Management (Botswana)
IIE:	Institute of International Education
IQC:	Indefinite Quantity Contract
ISC:	Interministerial Scholarship Committee
LOP:	Life of Project
MCDWA	Ministry of Community Development and Women's Affairs
MFEPD:	Ministry of Finance, Economic Planning and Development
MLMPSW	Ministry of Labour, Manpower Planning and Social Welfare
NGO:	Nongovernmental Organization
NVTDC:	National Vocational Training Development Centre
ODA:	Overseas Development Agency
PAID:	Pan-African Institute of Development
PASA:	Participating Agencies Services Agreement
PID:	Project Identification Document
PIL:	Project Implementation Letter
PIO/P/T:	Project Implementation Order/Participants/Technical Services
PSC:	Public Service Commission
PTMS:	Participant Training Management System
PVO:	Private Voluntary Organization
REDSO/ESA:	Regional Economic Development Support Office, Eastern and Southern Africa
RFP:	Request for Proposals
R/T:	Round trip
SADCC:	Southern Africa Development Coordinating Community
SDF:	Staff Development Fellow

SEDCO:	Small Enterprise Development Corporation
TA:	Technical Assistance
TDY:	Temporary Duty
USAID:	United States Agency for International Development
UZ:	University of Zimbabwe
VOICE:	Voluntary Organizations in Community Enterprise
ZIMCORD	Zimbabwe Conference on Reconstruction and Development
ZIMMAN:	Zimbabwe Manpower Development Project
ZIPAM:	Zimbabwe Institute of Public Administration and Management
ZNCC:	Zimbabwe National Chambers of Commerce

I. SUMMARY

A. Project Title: Zimbabwe Manpower Development (ZIMMAN) II (613-0229)

B. Amount: A grant of \$15,000,000, to be obligated as follows:

FY 1986	\$2.0 million
FY 1987	\$6.0 million
FY 1988	\$5.0 million
FY 1989	\$2.0 million

The GOZ contribution will be U.S.\$6,139,000, for a project total of \$21,139,000.

C. Implementation Period: September 30, 1993 (PACD).

D. Funding Source: EHRD.

E. Purpose of Project: To assist Zimbabwe in meeting its long-run labor market requirements for professional, technical and managerial resources. This will be done through strengthening existing public and private insitutional capacity to train men and women, and through upgrading of human resources in the public and private sectors in the fields of manpower planning, agriculture, engineering, science, technology, administration, management, health and education.

F. Background and Rationale: More than five years after Independence, Zimbabwe continues to suffer a severe shortage of skilled and experienced human resources, and the institutional capacity to address it. The skilled workforce, particularly in technical, scientific and medical fields, and middle and senior management, has had the highest vacancy rates and shortages of trained Zimbabweans. These shortages are a lingering result of discriminatory training and labor practices prior to Independence, and are compounded by continued emigration of skilled and experienced workers. Despite major expansions in post-secondary education, the output of professional, technical and managerial resources has failed to make up for net losses.

As of October 1985, ZIMMAN I had provided over 4500 person months of degree and non-degree training. Half of this supported undergraduate degree programs for students who could not be accomodated by local institutions in the immediate post-Independence period. The rest has supported skills upgrading for mid-level professional and technical employees in the civil service, the University and the private sector. A formative evaluation of ZIMMAN I was carried out in May 1984, which led to several changes in implementation of the project. It was agreed that the project would begin to focus more intensively on institutional development and skills upgrading in key government entities and the University. Over time,

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ZIMMAN has increased its emphasis on establishing stronger and expanded indigenous training capacity. Although only a small proportion of trainees have completed their training and returned to Zimbabwe, results of a study conducted in May, 1985 suggest a positive impact of training on productivity and individual career advancement. The PACD for ZIMMAN I is June 30, 1988. However, most of the funds available for training were committed by the end of 1985, with over 96 percent of funds allocated (see page 9).

This second ZIMMAN project, while continuing the needed skills upgrading effort, will place even more emphasis on the development of training institutions. Support for the University of Zimbabwe staff development program will be broadened significantly. Support for private sector manpower development and training programs will expand from the modest start under ZIMMAN I. Greater emphasis will be placed on building manpower planning capacity within the Government and within key institutions supported under ZIMMAN II.

G. Project Description: The project will provide long term degree training in the United States and third countries; short term training in the United States and third countries; long term technical assistance to strengthen training capabilities; short term technical assistance; and training-related commodities. Overall, the project will finance: 79 long term participants (2506 person months) and 105 short term participants (267 person months). It should be noted that based on current availability of trainees under ZIMMAN I and the waiting list already occurring in anticipation of ZIMMAN II along with recently submitted training plans for the University of Zimbabwe and the private sector, no short-fall of trainees is anticipated. 31 long term technical assistance positions (660 person months); and 46 short term technical assistance positions (92 person months) will also be financed by the project. AID project costs are as follows:

	<u>US\$000, LOP</u>
Long term training	4,010
Short term training	834
Long term technical assistance	2,820
Short term technical assistance	713
Commodities	1,800
Evaluation	200
Airfares	240
Administrative support/participants	2,000
Contingency and inflation	<u>2,383</u>
<u>TOTAL</u>	<u>15,000</u>

The Host Country contribution will come from the GOZ, the University and the Private Sector and will total U.S.\$ 6,139,000. It will include salaries of participants while in training (\$2,185,000); airfares of participants (\$337,000); support costs of in-country training and technical assistance (\$963,000); University support to its Staff Development Fellows (\$206,000); increased salaries earned by returnees (\$69,000);

private sector contribution to University of Zimbabwe bursaries fund (\$400,000); administrative support (\$242,000); and contingency and inflation (\$1,736,000).

The University of Zimbabwe Staff Development Fellows program will be assisted through 35 scholarships for fellows to study in the U.S.A. and through provision of 21 faculty from U.S. Universities.

In-service training will continue, for Zimbabweans employed in priority areas, in courses directly related to job requirements. An estimated 40 long term and 75 short term participants will be trained in the public and private sectors. Support will also be provided to GOZ institutions with key responsibilities for manpower planning and management of manpower training, to include long term technical assistance (60 person months), short term technical assistance (46 person months), long term training (2 persons) and short term training (5 persons). ZIMMAN will also strengthen private sector training programs in management skills, especially for middle level managers and supervisors, and small and emerging businesses. Short-term training will be provided to an estimated 10 persons, along with 45 person months of short term technical assistance.

Commodities will go to upgrade the University of Zimbabwe library system (\$1.0 million), and to private and public training institutions which meet certain criteria (\$800,000). Private sector recipients will be required to contribute an amount of local currency equivalent to the foreign exchange costs of the commodities. Local currency generations will go to a special University bursaries fund which will provide scholarships for the MBA program and undergraduate training in specified areas, for individuals from disadvantaged and low income groups.

H. Project Implementation: ZIMMAN II will continue the general implementation arrangements established in ZIMMAN I, since both the government and USAID are pleased with these operational procedures and they function well. ZIMMAN II will continue to be administered through the Ministry of Labour, Manpower Planning and Social Welfare (MLMPSW).

The Undersecretary for Scholarships within the MLMPSW chairs the Interministerial Scholarship Committee which coordinates all public sector training, including training under ZIMMAN. This committee meets regularly to review training plans submitted for ZIMMAN funding. Prior to finalizing plans which apply to AID-funded training, they are reviewed by the USAID HRDO, and the participant placement contractor's Field Coordinator. Requests are formally submitted to AID, and final concurrence rests with USAID/Zimbabwe. Similar procedures will be followed in the implementation of private sector in-service training, and in the case of requests for support for private sector training programs and institutions. A Private Sector

Training Committee, with broad representation, has been formed under the MLMPSW Undersecretary for Scholarships. Annual training plans and proposals for support are channeled to the committee, which has responsibility for establishing priorities and deciding which programs or trainees to finance. Decisions are by majority vote of the committee, and requests are formally submitted to USAID. The University has submitted to AID a detailed plan for support of its Staff Development Fellows program. Responsibility for implementation is with the Vice-Chancellor and Registrar.

The majority of project activities will be implemented through a contract with a private U.S. institution specializing in the placement of international students in suitable professional and technical training programs. The training placement contractor for ZIMMAN I, who handles all training placement for USAID/Zimbabwe, will handle placement for ZIMMAN II until that contract terminates at the end of 1987. Another contractor will be selected to provide placement services through the life of the project (see Section IV.B and p.5, below, for contracting plan). Recruitment of long term technical assistance has been and will continue to be handled separately by the Academy for Educational Development, the technical assistance contractor under the BEST Program. Within USAID/Zimbabwe, overall monitoring is the responsibility of the Human Resources Development Officer. The Commodity Management Officer will assist with commodity matters.

I. Summary of Analyses: The Project Paper includes analyses which demonstrate the project's soundness in economic, social, technical and administrative terms. Special attention was paid, in the social analysis, to the particular context affecting the participation of women in training activities. The project design incorporates steps to increase the percentage of ZIMMAN trainees who are female from 20 to 35 percent.

J. Project Issues: AID/W guidance for the project, as included in the PP Guidance cable (included as Annex A. 1 to the Project Paper), requested that the mission and the design team address several issues raised during the PID review. These issues have been addressed, as follows:

(1) The need to incorporate elements of evaluation into the design of the project has been met through a review and analysis of ZIMMAN returnee experiences, conducted in December 1985. This study, summarized in Annex F. 5, has been taken into account in project design.

(2) The need for the project to focus on the institutionalization of manpower training and capacity

building within GOZ institutions is expressed in those project components which support (a) GOZ institutions with manpower planning and training responsibilities; (b) private sector training programs and institutions, (c) the University of Zimbabwe Staff Development Fellows program, and (d) the Vocational/Technical training institutions. Further, the project background discusses progress achieved under ZIMMAN I toward the development of an independent capacity in manpower planning and management and how this project will build upon that foundation.

(3) Analysis of the factors affecting training, training programs and trainee retention is included in the economic analysis (VI.C. and Annex F. 4), and also addressed, with reference to women, in the social analysis (VI.D.).

(4) Verifiable indicators leading directly into an ongoing evaluation process are addressed in the detailed evaluation plan (VII.) and in the project's logframe (Annex B.). Evaluation issues are discussed, as well, in Annex F. 6.

(5) The feasibility of using the existing contract mechanisms for the implementation of Phase II was discussed with the REDSO/ESA contracting officer and the Regional Legal Advisor, and the plan for contracting for services set forth in the Implementation section (IV.B.) reflects these discussions.

K. Consideration of Gray Amendment Entity Contracting: The design team has examined alternative contracting mechanisms to ensure Gray Amendment entity consideration for any project contracts. The new, 5-year, follow-on training placement services contract is estimated to cost \$2,000,000. However, the current training placement contract will continue through December 31, 1987. During the period when that contract overlaps with ZIMMAN II, the current contractor will provide participant placement services for the Phase II project. The new contract will not be awarded until the third quarter of CY 1987. USAID/Zimbabwe will consider the use of either an 8(A) set aside or a small business set aside for procurement of these services.

A portion of commodity procurement is planned to be undertaken by a procurement services agent under ZIMMAN II, and contracting under the existing IQC with PSA is planned, using a PSA who qualifies under the Gray Amendment, if possible.

L. Eligible Geographic Source Code/Waivers Required: The authorized source for procurement of commodities is Code 000 (U.S.A.). However, waivers are anticipated to be required for

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some audio/visual equipment and a portion -- 15 to 20 percent -- of the books and periodicals. USAID/Zimbabwe will process the required waivers for non-U.S. source/origin items as needs are specifically identified, using the authority delegated to it under DOA 140, as revised.

M. Negotiating Status and Conditions/Covenants: The GOZ was actively involved in the development of this project and has approved the project (Annex C). In addition, the design team met with the University of Zimbabwe, the Ministry of Labour, Manpower Planning and Social Welfare, and other ministries, private organizations and training institutions which are expected to receive assistance under the project. The consensus was that implementation procedures as they have evolved during ZIMMAN I, and as they will apply to ZIMMAN II, are well understood by government and private parties, and function well. USAID/Zimbabwe has excellent working relationships with the Ministry, the operating committees for public and private sector training, and the University of Zimbabwe. The list of skills to be provided for training and types of technical assistance are based primarily on the priority needs identified by the GOZ and private institutions during the preparation of this paper. It is understood that the mix of types of training and technical assistance will be reviewed and refined, and adjusted if needed, over the six years of the project.

One new project element will be the generation of local currency as part of a project-specific commodity import mechanism, and its programming for a special University of Zimbabwe bursaries fund. This should pose no implementation problems, as the mechanism and procedures to be applied will be based on those established under the Zimbabwe CIP, which are familiar to the GOZ and to the private sector, and which have operated smoothly to date.

The conditions and covenants under ZIMMAN II are basically a continuation of those in force for ZIMMAN I. A condition precedent will require the GOZ to submit annual training plans for public sector in-service training, prior to the disbursement of funds. The Grant Agreement will include covenants establishing GOZ agreement to ensure bonding of long term trainees, to provide financial support to trainees, and to encourage the participation of women in ZIMMAN training activities.

N. Recommendation: It is recommended by both USAID/Zimbabwe and REDSO/ESA that this project in the amount of \$15,000,000 be authorized. On 11 December 1985, an ad hoc delegation of authority was granted to USAID/Zimbabwe to authorize this project in an amount not to exceed \$15,000,000, under all the terms and conditions of DOA 140, including the

requirement for REDSO concurrence, with the exception of the dollar amount. (Note: Ad hoc DOA was granted in PP guidance cable, 85 State 377084, which is included in this Project Paper as Annex A. 1.).

0. Project Team Members:

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II. PROJECT RATIONALE AND DESCRIPTION

A. BACKGROUND

At Independence in 1980, Zimbabwe faced a critical shortage of professional, technical, and managerial resources the institutional capacity to address it. Although the economy of Zimbabwe increased in sophistication during the nearly two decades of sanctions, its requirements for skilled and trained human resources were largely met through reliance on training provided by post-secondary institutions in South Africa or Europe and on white immigration. The decade of the 1970's was a time of virtually no expansion in enrollments at public institutions such as the University of Zimbabwe and the two technical colleges. In summary, the demand for skilled labor expanded while the quantitative and qualitative capacity to supply it from within the country did not.

Since 1980, the Government of Zimbabwe has put high priority on human resources development. This priority is reflected in the documents prepared for the Zimbabwe Conference on Reconstruction and Development (ZIMCORD) in 1982, and the Three Year Transitional Plan in 1983, which gave considerable attention to education and training. Also, significant budgetary resources have been allocated to primary, secondary and tertiary education, non-formal education and skills training. Despite this massive increase in the public provision of education at all levels, the demand for education has continued to grow. Between 1983 and 1984, for example, the number of private colleges in Zimbabwe increased by 80 percent with enrollments increasing by over 55 percent.

The ZIMMAN I project focus has been to establish a stronger and expanded institutional capacity to train professional, technical and managerial resources in the sectors of agriculture, engineering, technology, health, administration, management and education. In the first two years of the project and during a time when GOZ efforts to increase

enrollments in professional and technical fields at the University and other institutions were handicapped by severe staff shortages, the ZIMMAN I project offered USA training opportunities to young graduates in the agriculture, engineering, and health sectors to augment local training capacity.

Since early 1984, degree and non-degree training under ZIMMAN I has concentrated on middle level professional, technical and managerial resources within government ministries in agriculture, industry and transportation. The primary objective has been to improve the efficiency of those organizations which have a major role to play in increasing agricultural productivity, maintaining important economic functions and infrastructure as well as services such as transportation, health and education.

Since the University of Zimbabwe is the primary source for the training of professional, technical and managerial manpower in Zimbabwe, it has received substantial financial support under ZIMMAN I. The project has provided US\$2.65 million, or 20 percent of its resources, for the University Staff Development Program. These funds are directed mainly at the faculties of agriculture, business studies, education, medicine and science.

A May 1984 evaluation of ZIMMAN I led to several changes in implementation of the project. While acknowledging that the program to train undergraduates had met an important immediate post-Independence need, it was agreed that the project would begin to focus more intensively on institutional development and skills upgrading in key government ministries. Also, the recommendation was made that the project expand to include the private sector. While goals and objectives of ZIMMAN I have remained unchanged since its inception in 1982, there have been changes in emphasis.

The success of the project to date is reflected in quantitative and qualitative improvements in Zimbabwe's human resources and its training capacity. To date, 115 participants have been enrolled in or have received placement in academic degree programs in U.S. universities; 79 are in short-term non-degree programs in the U.S. and 33 in third-country training programs. Ten long-term trainees have completed training in the U.S. and have returned to gainful employment in Zimbabwe. An analysis of ZIMMAN I returnee experiences, which included interviews with short and long term trainees, was conducted in December, 1985. Results suggest positive impact on efficiency and productivity shortly after return, including implementation of organizational improvements based on the training. All interviewees linked training to career advancement and anticipated or actual promotions. This analysis is included in Annex F. 5.

Even though ZIMMAN I will continue until June 30, 1988, most of the funds available for training were committed by the end of 1985, with over 96 percent of funds allocated. Without the initiation of Phase II in early 1986, the continuity of participant training funded through ZIMMAN would be interrupted and participants already selected for long term training would be required to delay their departures until ZIMMAN II funds were made available. As a primary source of funding for institutional and human resources development in Zimbabwe, the delaying of these funds would have a major impact on Zimbabwe's efforts to strengthen key institutions, particularly the University of Zimbabwe.

This Phase II ZIMMAN project, while continuing the needed skills upgrading effort, will emphasize development of training institutions and also broaden the support for private sector training from its modest start under ZIMMAN I. The overall strategy for ZIMMAN II is to accelerate the Government of Zimbabwe's progress in achieving self-sufficiency in meeting its long-term manpower requirements, while maintaining its demand for standards and efficiency. ZIMMAN II will continue to focus on increasing the capacities of Zimbabwe's institutions to plan and manage human resources development activities. Support for the University of Zimbabwe Staff Development Program will be broadened, as will support for private sector training in management and administration. Greater emphasis will be placed on building manpower planning capacity within the Government and within key institutions supported under ZIMMAN II, so that training activities can be focussed, as much as possible, on identified training needs by sector and nationally.

ZIMMAN II is a critical element of the USAID/Zimbabwe country strategy, as set forth in the approved FY 1987 CDSS. That strategy is centered on employment and embodies steps to enlarge employment and growth in the modern and agricultural sectors of the economy. This project, which will strengthen indigenous capacity for planning and implementing development, and correlating training with manpower needs, will assist Zimbabwe to have an adequate supply of appropriately qualified human resources.

#### B. HUMAN RESOURCES NEEDS AND THE ROLE OF ZIMMAN I

More than five years after Independence, Zimbabwe continues to suffer a severe shortage of skilled and experienced human resources. (A comprehensive human resources analysis is included as Annex F. 2). The skilled workforce, particularly in technical, scientific and medical fields, and middle and senior management, has had the highest vacancy rates and shortages of trained Zimbabweans. These shortages are a lingering result of discriminatory training and labor practices prior to Independence, and are compounded by continued emigration of skilled and experienced, mostly white, workers. Despite major

expansions in post-secondary education, the output of professional, technical and managerial human resources has failed to make up for net losses.

In July, 1981, the GOZ conducted its first post-Independence comprehensive manpower survey. The survey was updated in 1983 and 1984. These studies identified critical human resources shortages in a range of occupations including scientists, technicians, engineers, health professionals, educators and middle and senior managers. For example, in the 1984 survey, 19 percent of life scientists and related technical openings were vacant, along with 26 percent of economist positions, 12 percent of teaching positions, and 18 percent of government executive positions.

Between 1982 and 1984, the Zimbabwe economy sustained an average annual loss of over 1,000 professional, technical and related workers, over 1,000 administrative workers, and over 5,000 production workers through net emigration, excluding temporary expatriate workers.

Two options are available to the GOZ to provide training to compensate for emigration-related losses; (1) use of indigenous post secondary institutions, and (2) training abroad.

The capacity of Zimbabwe's post secondary training institutions was underdeveloped at the time of Independence. Although the Zimbabwean economy grew substantially during the nearly two decades of pre-Independence economic sanctions, there was virtually no expansion of enrollment in key public training institutions during the 1970's. These institutions, which were staffed primarily by Europeans, have faced critical faculty shortages which hindered plans for expansion. In October 1985, fewer than half of all authorized academic posts at the University of Zimbabwe were filled by permanent Zimbabwean faculty. The situation at the country's vocational technical colleges has been even more critical.

Because of these limitations in indigenous training capacity, and the long time period required to recruit and train new faculty, Zimbabwe was unable to produce sufficient numbers of graduates to compensate for European emigration. For example, between 1982 and 1984 there was an average annual loss of 353 architects, engineers and related workers; the University graduated only 19 engineers annually, on average, over the period.

The second training option open to the GOZ in alleviating this crisis is the use of foreign institutions. One of the largest donor-assisted components of this effort has been ZIMMAN I. The project serves the dual objectives of ameliorating immediate shortages of human resources in critical skills areas, and strengthening long term indigenous training capacity in Zimbabwe.

As of October, 1985, the project had financed 4,677 person months of degree and non-degree training. Approximately half of this effort went toward the support of degree programs for young Zimbabweans who could not gain admission to the University of Zimbabwe because of limited capacity. The remaining effort has been focussed on public sector training, private sector training, and the University of Zimbabwe Staff Development Program.

While relatively few long term ZIMMAN I trainees have completed training, the experience of those who have returned indicates that their training is contributing significantly to Zimbabwe's economic development. There is an evident shortage of University trained manpower in the economy. A tracer study of 610 University of Zimbabwe graduates conducted in 1984 found that 100 percent had found positions within eight months after completing training.

ZIMMAN I has been a major source of training for the nation's civil service. At the time of Independence, senior civil service positions were dominated by Europeans. Provisions of the Lancaster House agreement provided special incentives for early retirement. The combined effects of European emigration, early retirement incentives, expansion of government services and higher private sector wages created a critical human resources shortage in policy, administrative and technical areas. ZIMMAN I returnees have a low attrition rate from government service. The project is recognized as playing a critical role in supporting this sector.

Needs within the private sector derive from the same historical background of the loss of skilled manpower since Independence, and the effects of previous discriminatory practices. Prior to Independence, most companies were run by small elites and few blacks were in management positions. Since 1980, a significant number of blacks have been elevated to management positions and there is a strong commitment throughout the business community for blacks to assume all levels of management. While generally well educated and of high aptitude, most of the new managers have little or no specific training in management, and there tends to be marked disjunction between their educational fields and their administrative and managerial responsibilities. Employers are keenly aware of the need for on-the-job and in-service training, both within the firm and at specialized management training institutions.

The configuration of Zimbabwe's private sector is changing, as well, with the increased national emphasis on growth in small businesses and entrepreneurs throughout the country. The need to extend appropriate skills to these small businesses is critical, and those institutions which have traditionally served small business, such as the Zimbabwe National Chambers

of Commerce and the Employers Confederation of Zimbabwe, lack appropriate resources and skills to meet this new mandate and concern. Also, non-governmental organizations (NGO's) are turning away from emphasis on the provision of services, to giving greater attention to small enterprise development. This reflects the growing need to stimulate off-farm sources of employment and the parallel need for institutions to serve emerging productive enterprises in rural areas.

A number of institutions already exist in Zimbabwe, including NGO's which provide management training or support to small businesses. Most are constrained in these efforts by the fact that training staff are limited in numbers and themselves inadequately trained. Inappropriate and outdated curricula and lack of training materials are additional constraints.

### C. OTHER DONOR PROGRAMS

Donor support is summarized in Annex F. 3. Western European and North American donor support emphasized undergraduate training immediately after Independence, but there has been a greater and greater focus on graduate level training, as the GOZ has become better able to project specific training needs and undergraduate education has expanded within Zimbabwe. This shift in emphasis is consistent with USAID's own, and has the effect of increasing the impact of donor resources. Some exceptions are made, with undergraduate scholarships in fields such as dentistry and mining, where in-country training capacity remains limited. There has also been an across-the-board increase in emphasis on in-service, staff development programs, increased support to management development and to the private sector. In contrast, the Soviet Union and Eastern European countries tend, almost exclusively, to support undergraduate training in skills shortage areas identified by the GOZ, including health, agriculture, and technical fields.

Major Western European and North American donors are Great Britain, the United States, the Federal Republic of Germany, Australia, France, Canada and Sweden. Assistance from the United States and Great Britain is about equal in terms of number of trainees, but Great Britain provides more non-degree training and the United States a greater amount of degree level training.

British support for manpower development is provided from ODA and coordinated by the British Council in Harare. The current ODA training program consists primarily of degree training, a university linkages program, and provision of technical specialists. Degree training is funded this year at a level of 150 scholarship awards. This level is expected to increase to 250 to 300 scholarships over the next several years. The University linkages program involves department to department

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linkages between the University of Zimbabwe (UZ) and British universities. British lecturers are provided to the UZ, along with research equipment grants for joint projects. At present, there are links between twelve British departments and corresponding UZ departments. Also, there are currently 70 long term British technical specialists in Zimbabwe. Long term counterpart training in the UK follows after placement of the technical expert, who identifies suitable counterparts after arrival. In addition to these major programs, there is an international visitor program, funded by the British Council, in which 30 to 40 Zimbabweans visit the U.K. annually. Also, a modest number of short term technical specialists come to Zimbabwe to implement seminars and short courses.

Support from the Federal Republic of Germany in the manpower training sector is funded by a number of institutions, including the GTZ, the German Ministry of Finance, the German Volunteer Services, and others. Funding levels for manpower development as a whole in Zimbabwe have been as follows (in \$U.S.): 1980: \$405,000; 1981, \$1.5 million; 1982, \$170,000; 1983, \$830,000; and 1984, \$300,000. 1985 figures are not available.

Under the category of "educational training," the FRG provides various short term scholarship programs and some advanced degree training at German universities. The scholarship programs include specialized courses which range from 4 weeks to two and one half years in duration. Course offerings available to developing countries are published annually and are available to both the public and private sectors. Subjects include skills upgrading in technical, business and industrial fields, and management and economics. In Zimbabwe, the public and private sectors have participated approximately equally in the scholarship program. Last year (1984), 2 Zimbabweans were provided University training and between 25 and 30 persons were provided short term scholarships. In addition, the FRG provides support to the National Vocational Training Development Centre, which AID also supports through the Basic Education and Skills Training Sector Assistance Program (BEST), and selected short term training in technical fields in programs specific to Zimbabwe.

Canadian support to training programs and human resources development is provided primarily through a technical assistance program (\$3.0 million Canadian), two education projects (totalling \$13-14 million Canadian), and an upcoming technical vocational project (\$9-10 million Canadian). The technical assistance program includes scholarships to study in Canada in such fields as mining and engineering, training in Zimbabwe, and Canadian technical assistance. Education activities will support the training of secondary school teachers until the end of 1989. The technical vocational project, to begin in 1986, will

provide teaching resources, teachers, teacher training and apprentice-type training in Canada. Canadian support has also encouraged linkages between UZ and Dalhousie University, and some short term seminars and consultant support to the Zimbabwe Institute of Public Administration and Management (ZIPAM).

Sweden provides support to both education and manpower development. In manpower development, the major program involves support from the Swedish Institute for Public Administration, a parastatal, for Ministry of the Public Service training activities. The program, funded at 40 million SEK for 1985-87 (7.66 SEK=1\$U.S.; 18 Dec 85), includes the exchange of scholars, training consultants, a two year training course in Sweden, and short term courses, including one for public sector procurement. Assistance in development management is also provided to the Ministry of Local Government and Town Planning, in particular to support the district councils. No training support is provided to the private sector.

ZIMMAN II will emphasize long term post graduate training and in-service training to upgrade the skills of public service employees; support to the University of Zimbabwe and other institutions to develop training capability; and support to the private sector to strengthen management and management training, particularly where this will encourage the development and growth of small business and middle management skills. Although these are areas in which several other donors are and are likely to be operating, USAID maintains close contact with other major donors in order to preclude duplication of efforts. When more than one donor is involved in a similar activity or supports the same institution, for example where both the U.S. and the U.K. support staff development at the University, efforts have been complementary. There is also collaboration in project development, as in the case of the possible World Bank support for strengthening the planning capacity of the Ministry of Labor, Manpower Planning and Social Welfare. USAID will continue to maintain close contact with the major donors to ensure complementarity in the manpower development area.

#### D. GOAL, PURPOSE AND OUTPUTS

The goal of the project is to increase the capability of Zimbabwe's human resource infrastructure to meet its own manpower requirements for sustained and equitable economic and social development. Verification of progress toward this goal will involve periodic appraisal of GOZ development plans, and review of macroeconomic analyses of contributions of capital and labor to growth in GDP. The primary indicator of progress toward goal achievement will be growth in real GDP as a function of quantitative and qualitative improvements in the labor force.

The purpose of the project is to assist Zimbabwe meet its long-run labor market requirements for professional, technical, and managerial resources. This will be done through strengthening existing public and private institutional capacity to train men and women, and through upgrading of human resources, in the public and private sectors, in the fields of manpower planning, agriculture, engineering, science, technology, administration, management, health and education.

To the extent that Zimbabwe can provide relevant training within its own borders, the supply of qualified personnel will be enhanced. Strengthening local training institutions has been shown to be an optimal utilization of donor resources. Further, to the extent that manpower planning and training management capacities are strengthened, training programs can be most efficiently targeted on areas of national need.

Achievement of this purpose will be indicated by evidence that institutions receiving support from ZIMMAN II (1) are better staffed, (2) have an increased training capacity, and (3) show significant improvement in correlating training programs with human resources needs in their service areas. Progress toward purpose achievement will be assessed during regular evaluations as a part of the comprehensive evaluation program to be established in 1986 for ZIMMAN I and II.

The outputs of the project can be broken down into three categories:

- (1) Expansion in skills of middle level professionals, technicians and managers in the public and private sectors.

Indicators of output achievement will be significant increases in numbers and proportion trained by institution, type of training and employee position. Institutions to be affected by these improvements include the University of Zimbabwe; the Ministry of Labour, Manpower Planning and Social Welfare; the Ministry of the Public Service, particularly its training capacity; and other Ministries and private institutions.

- (2) Qualitative improvement of training capacity in selected public and private institutions.

Indicators of achievement of this output will be (1) significant increases in numbers of trained instructors at post secondary institutions or training departments, including private institutions; and (2) demonstrated improvements in institutional performance.

- (3) Increased numbers of women professional, managerial and technical manpower trained in the public and private sectors.

A significant improvement over ZIMMAN I to date in proportion of women provided short term and long term training is expected, and a rise of from about 20 percent to about 35 percent women trainees will indicate output achievement.

Achievement of project outputs will be measured through numbers of participants trained, disaggregated by sex and type of training; self-assessments by returned participants of the impact of training on their careers and performance; assessments by employers of the impact of training on employees; and analyses of institutional performance. A data gathering and evaluation system will incorporate measures of these achievements and impacts. This will permit periodic summaries of project progress and identification of any problems. From this will come suggested changes in the project in order to enhance the attainment of the project's objectives.

The total cost of the project is \$20 million, of which the GOZ will contribute \$5.0 million and AID \$15.0 million. LOP inputs are summarized in Table 1.

AID inputs include long term degree training; short term training in the United States and in third countries; long and short term technical assistance; administrative core support for participants; and, training-related equipment and supplies. The host country contribution to come from the GOZ, the University and the private sector, will include partial or complete salaries to Zimbabweans in training in the United States or third countries; airfares for participants from the University and the private sector; all in country training costs; and support costs for project administration. These inputs are discussed in detail in the Financial Plan, III, below.

The following section reviews the areas to which training and consultants will be directed, procedures for requesting assistance and selection criteria for training. The timing of project activities is summarized in Table 2.

TABLE I

LOP PROJECT INPUTS  
(In U.S. \$000)

	AID		Host Country	
	F/X	L/C	F/X	L/C
	\$	\$	\$	\$
<b>:TRAINING</b>				
a. Long Term	4010	0	0	2179
b. Short Term	834			281
c. Airfares	240			337
d. Placement Contract	2000			0
<b>:TECHNICAL ASSISTANCE</b>				
a. Long Term	2820			803
b. Short Term	713			11
c. Evaluation	200			0
<b>:COMMODITIES (*)</b>				
	1800			0
<b>:IN-COUNTRY TRAINING</b>				
	0			149
<b>:ADMINISTRATIVE SUPPORT</b>				
	0			242
<b>: TOTAL BASE COST</b>				
	12617			4002
<b>: CONTINGENCY</b>				
	837			240
<b>: INFLATION</b>				
(5% AID; 14% H/C)	1546			1496
<b>:GRAND TOTALS</b>				
	15000			5739

## E. DESCRIPTION OF PROJECT ELEMENTS

### 1. Overview and Criteria

Project activities will be categorized into five types: (1) long term participant training in the United States and third countries; (2) short term participant training in the United States and third countries; (3) long term technical assistance to strengthen training and manpower planning capabilities; (4) short term technical assistance; and (5) training-related commodities. Short term technical assistance will be provided either to training institutions such as the University, technical colleges and private training programs, or to selected GOZ entities involved with training management and manpower planning.

The goals and objectives of the ZIMMAN project have remained constant since its inception in 1982, but emphases among the different project elements have changed. For example, initially, the project placed priority on expanding the intake of students in technical fields by offering overseas undergraduate training to young Zimbabweans who could not be absorbed by the University of Zimbabwe. However, this important but short term objective has been achieved, and greater emphasis has now been placed on institution building, post-graduate training and upgrading of middle-level professional, technical and managerial human resources. This emphasis will continue in ZIMMAN II.

As the project has evolved, the Government of Zimbabwe has come to appreciate the important role of the private sector in human resources development, especially in the encouragement, training and development of small businesses and indigenous enterprise. The priority given to private sector training, which is in response to the widespread need to strengthen management capability, is reflected in the increase in resources to be allocated to this area under ZIMMAN II. Furthermore, the success of the University Staff Development Program coupled with the continued rapid expansion of university enrollment has led to an increase in support under ZIMMAN II.

One of the major advantages in the design of the ZIMMAN I project is its flexibility to respond to changing and unstable manpower conditions across several key sectors of the economy. Because this situation persists, flexibility will be maintained in ZIMMAN II. The project elements defined in this section

TABLE 2

ILLUSTRATIVE SCHEDULE OF TRAINING AND TECHNICAL ASSISTANCE

	TOTAL	Yr.1	Yr.2	Yr.3	Yr.4	Yr.5	Yr.6
<b>I. TRAINING</b>							
LONG TERM (a)							
Persons sent	79	14	23	21	19	2	0
Total In Training		14	37	58	68	47	25
SHORT TERM (b)							
Persons sent	105	6	19	25	24	18	13
Person/months	267	13.2	47.8	64.6	61.8	45	34.6
<b>II. TECHNICAL ASSISTANCE</b>							
LONG TERM (c)							
Persons arriving	24	4	6	6	7	1	0
For Person/years	47	8	12	11	14	2	0
For Person/months	564	96	144	132	168	24	0
Total in-country		4	10	12	12	8	1
SHORT TERM							
Persons arriving	46	0	6	11	13	12	4
Person/months	92	0	12	22	26	24	8

NOTES:

(a) Long term participants average 28 months for Master's and 42 months for Ph.D.

(b) Short term trainees average 2.8 months each except University, 1.0 month

(c) Long term technical assistance: University, 21 persons, 42PY; GOZ, 3 persons, 5PY.

represent a firm response to project proposals for ZIMMAN funding. They are also illustrative in nature to allow the greatest flexibility in the use of these funds to increase the capacity of Zimbabwe's training institutions to develop the required professional, technical and managerial human resources

Under ZIMMAN II, Ministries wishing to participate in in-service training will submit annual project-related training plans to the Ministry of Labour, Manpower Planning and Social Welfare. The plans are reviewed according to criteria, and finalized in conjunction with appropriate Ministries, based on considerations of national manpower needs. Training plans are supplemented as necessary on an ad hoc basis in order to allow flexibility to respond to changing institutional requirements. Private entities desiring assistance for training programs will submit detailed proposals, and requests for private in-service training are to be channelled through a special Private Sector Training Committee, to be chaired by the Ministry of Labour, Manpower Planning and Social Welfare. The University has submitted a complete plan for AID support for its Staff Development Program (Annex F.7).

General criteria apply to all project-related training and technical assistance, and training requests will be assessed in terms of their consistency with priorities set forth for trainees, types of training and types of institutions sponsoring the individual. These criteria, which will apply to both public and private sector training, are an outgrowth of those in ZIMMAN I, but represent the greater focusing of support in ZIMMAN II:

Criteria for Trainees:

- must be currently employed by one of the participating firms or institutions under ZIMMAN II.
- must be employed in one of the scarce skills areas identified by GOZ as critical to national development.
- must have prerequisite qualifications for selected area of training.
- must be committed to return to Zimbabwe and to the sponsoring firm or institution, evidenced by signing the relevant bonding agreement prior to scholarship award.

Institutional Criteria:

- must be an existing institution which significantly affects the quantitative and qualitative supply of manpower for Zimbabwe's development.

- if a training institution or department, must be involved in training in critical skills areas.
- if a training institution or department, must have capacity and commitment to upgrade skills of Zimbabwean journeymen, businessmen, teachers or instructors to produce necessary human resources for accelerated economic growth.
- preference will be given to institutions or departments having responsibility for labor and employment projections, manpower planning and analysis, or for providing qualified manpower for the labor market.

Training or Consultancy Field:

- the training or consultancy field falls within GOZ and AID priorities such as agriculture, management, health, manpower development, engineering, and technical fields.
- the position for which the person will be trained is for an existing or to be established post at a development oriented institution.
- the training or consultancy will result in regenerative training capacity, so that the trainee can help develop Zimbabwe's public and private institutional capacity for meeting its manpower requirements.

ZIMMAN II will fund procurement of a modest amount of books, journals, training equipment and supplies. Because of foreign exchange restrictions, there is a severe shortage of training aids in the country. Techniques are outdated, equipment outmoded or worn out, and software limited. A total of \$1.8 million has been set aside for such procurement, with \$1.0 million to support strengthening the University of Zimbabwe library system. The remainder of the funds will go to private and public sector training institutions and programs which meet certain criteria. These will include the following: (1) the training institution or training program has a large, broad-based clientele; (2) the training program or institution reaches small to medium sized businesses; (3) the items are not available locally and require foreign currency; and (4) the items will encourage greater efficiency in use of training resources. Commodity requests will be vetted through appropriate, already established training committees for the public and private sectors. Private sector recipients will be required to contribute an amount of local currency equivalent to the foreign exchange costs of the commodities.

These local currency generations will support training needs which could not otherwise be assisted through ZIMMAN. All such funds will go to the University of Zimbabwe's internal bursaries fund, to provide scholarships in the following areas:

- the MBA program, which although an important source of skills for Zimbabwe's private sector, is newly established and has limited funding;
- training of physicians and medical technicians within the Medical School, to help meet the severe shortage of health professionals in the country. The Medical School is one of the best in Africa, but the high fees preclude many eligible students from entering.
- training in agriculture, engineering, science, math and technical fields.

The scholarships will be for individuals from low income groups and for women, who are underrepresented in these fields in the labor force.

## 2. University of Zimbabwe

The University has major responsibility for training of professional, technical and managerial resources for Zimbabwe. Since Independence, the University has undergone phenomenal growth, as evidenced by an increase in student enrollment from 2,240 in 1980 to 4,742 in 1985, and in established staff positions from 313 to 525 during the same period. In 1985, the University graduated 800 students, compared with 350 in 1981. The goal of the University has been to ensure a phased and coordinated buildup of its capacity.

Under ZIMMAN I, USAID is the major donor to the University's Staff Development Fellows (SDF) program for recruitment and hiring of 71 new professionals to fill established faculty posts. Under the Phase I project, USAID is providing 21 of the 71 SDF scholarships for long-term training in the U.S. In addition, under the Phase I project, 8 senior U.S. professors are being recruited to fill staff vacancies within critical University faculties.

The following types of assistance, in addition to commodity support for the library, will be provided to the University during ZIMMAN II:

- Strengthening of the University's faculties of Commerce and Law, Education, Engineering, Medicine, Science and Veterinary Science, through the provision of scholarships for 35 Staff Development Fellows to study for the M.Sc. and Ph.d. in the USA.
- Recruitment and support for 21 faculty members from U.S. universities to serve as instructional staff while SDF's are in training, and to fill critical staff vacancies.

### 3. In-Service Training

This element will continue to train Zimbabweans employed in the priority areas of health, agriculture, engineering, science, technology, administration/management, and education, in courses directly related to job requirements. Some training may provide support in priority areas for which the numbers required are too small to justify building local training capacity, as was the case for funding aviation specialists under ZIMMAN I. An estimated 38 long-term and 75 short-term participants will be trained.

In-service training funds will be available to both the public and private sectors. As a departure from ZIMMAN I, long term training will be open to the private sector, but only on the condition that the trainee's employer pay the local currency countervalue of the costs associated with the training. (Such local currency will be deposited into the University of Zimbabwe bursaries fund which will receive local currency generations from commodity purchases. Procedures, as discussed above and in the Implementation Plan, IV, below, will apply). Long term training will not be provided to employees of multinational firms. Consistent with needs expressed to the design team, private sector requests for training are likely to emphasize short term training. Private sector employers are more reluctant than public sector employers to let staff go for the 2-3 year period required for a graduate degree. The Zimbabwe National Chambers of Commerce (ZNCC) and the Employers' Confederation of Zimbabwe (EMCOZ) will notify its member organizations of training opportunities.

As discussed more fully in the Implementation Plan, IV, below, and in the Institutional Analysis (VI.B.), short and long term in-service training will be awarded on the basis of review of annual plans, using the format shown in Annex F. 8. Individual GOZ ministries submit plans to the Ministry of Labor for review through the Interministerial Scholarships Committee. Private companies submit plans to the Private Sector Training Committee, which, as coordinated through the ZNCC and EMCOZ, will screen applicants.

A large proportion of in-service training is to be provided in the health sector, where the human resources constraint is severe.

The Ministry of Health, in conjunction with the University's Medical School, has responsibility for preparation of Zimbabwe's medical professionals and paraprofessionals, the field hardest hit by white emigration during the years following Independence. In the field of medicine, the University has been unable to keep pace with the net loss of manpower due to emigration. In 1983, 64 individuals were graduated in medicine whereas there was a net loss of 192 persons through emigration. In 1984, the comparable figures were 80 graduates and 146 net emigrants, which demonstrates the continuing inability of the University to keep pace with the dramatic losses in health personnel through emigration.

The primary purpose of assistance to the Ministry of Health under ZIMMAN II will be to assist Zimbabwe in developing its own training capacity in critical health-related areas, including rehabilitation (physiotherapy and occupational therapy), nursing and medical laboratory technology. Support to the Ministry of Health, in conjunction with the University of Zimbabwe, will train medical professionals who will return to work with medical technician and nurses training programs.

#### 4. GOZ Institutional Support

A new element in ZIMMAN II is the inclusion of specific support to GOZ institutions with key responsibilities in manpower planning and the management of manpower training programs. This is consistent with the project's purpose, to assist Zimbabwe to meet its long run labor market requirements for professional, technical and managerial resources. The objective is to strengthen capacity at the national level so that national training priorities are correlated, as much as possible, with needs in specific service areas.

The programs, institutions, and types of support which now seem likely over the life of ZIMMAN II are discussed below. Consistent with the flexibility built into ZIMMAN II, there may be some changes in the institutions supported or the mix of support. New priorities and needs could arise if, for example, GOZ responsibilities in manpower planning and training shift in any way, or if other donors were to provide new support to this area. GOZ institutional support is anticipated to include long

term training (2 persons), short term training (5 persons), 5 person years long term technical assistance, and 46 person months short term technical assistance.

a. Ministry of Labour, Manpower Planning and Social Welfare

This Ministry, which is the key implementing institution under ZIMMAN II, has overall responsibility for manpower planning and analysis, coordination of supply and demand information for both the public and private sector, and award of GOZ and donor sponsored scholarships through its Scholarships Division.

The efficiency of the Scholarships Division, in particular, has been tremendously affected by shortages of trained staff in the areas of research, planning and scholarship management. This will be partially alleviated by the installation, under ZIMMAN I, of an automated scholarship tracking system. An in-service training program will build the Division's capacity to manage the more than 40 different GOZ and donor-sponsored training programs. The system will expedite the processing of applicants, assist the Ministry in identifying the most appropriate trainees for the various donor programs, and provide information to policy-makers and planners on the effectiveness of external training programs.

Given its particular needs and its role in manpower planning and training management, the following support will be provided to the Ministry of Labour, Manpower Planning and Social Welfare:

- Two person-years long term technical assistance in the area of manpower planning. This person will conduct in-service staff development and on-the-job training for existing staff, and work to strengthen and institutionalize the capacity for surveying, planning, and projecting manpower needs in the public and private sectors. This support, together with appropriate U.S. training--short and long-term--in manpower planning, may be augmented by the World Bank's proposed support to the Manpower Planning and Surveying Division.
- Two person-years long term technical assistance to supplement current limited staffing in the Scholarships Division, and to provide in-house staff upgrading workshops and on-the-job training for staff in proper utilization of the automated tracking system introduced under ZIMMAN I. Where it is possible to release staff for external training, short and long-term U.S. training will also be provided.

b. Public Service Commission

The Public Service Commission (PSC), under the Ministry of the Public Service, has, along with the MLMPSW, major responsibility for coordination of in-service training of civil servants. Civil service training under the Public Service Commission incorporates training at the district, provincial and national levels. In addition, the recently established Zimbabwe Institute for Public Administration and Management (ZIPAM) within the PSC, has the mandate to provide management training to higher level GOZ manpower. Staff are being recruited and plans developed at this time. Pending identification of needs (likely to include curriculum development), support to ZIPAM is likely to include long term technical assistance (one person year), and short term technical assistance (16 person months). Other support to the PSC is likely in the fields of project management, planning, and financial administration. Up to 3 persons are anticipated to be sent for short term training from the PSC.

c. Ministry of Community Development and Women's Affairs

This Ministry has major responsibility for training of women, and assisting women with rural enterprise. It also collects and analyzes data concerning women in the economy (see Annex F.11), and is a major source of employment and training information for women throughout the country through its local, regional and provincial networks. The Ministry of CDWA did not receive support under ZIMMAN I, but because of the need to target employment and business related training for women, and the role of the Ministry in lobbying for greater representation of women in the labor force, specific assistance will be provided under ZIMMAN II.

It will include, in addition to short term training:

- Short term technical assistance (6 person months) for in-house training to strengthen the Ministry's capacity to conduct research on training requirements and employment;
- Short term technical assistance for in-house training (6 person months) in specialized areas, such as communications, production of training materials for rural areas, and project management.

5. Private Sector Training Programs

This aspect of the project represents a major collaborative training activity undertaken by the Zimbabwean public and

private sectors. A priority need, consistent with the objectives and purpose of ZIMMAN, is to build management skills at all levels of commerce and industry, including both the formal and informal sectors. In particular, ZIMMAN will help to strengthen in-country training capacity in management skills, especially to reach middle level managers and supervisors, and small and emerging businesses and entrepreneurs. Key vehicles for support will be existing training institutions, both profit-making and non-profit, and other organizations, such as the Zimbabwe National Chambers of Commerce and the Employers' Confederation of Zimbabwe, which service a large and broad based business clientele.

An estimated 10 persons will be provided short term training and an estimated 45 person months of technical assistance will be provided. Short term training will be provided to trainers, and technical assistance will focus on strengthening in-country management training capacity. Although some stand-alone requests for individual training and technical assistance are anticipated, support will go primarily to more comprehensive projects which establish or strengthen broad training programs which will reach middle managers and the grass roots level. A proposal for such an activity with the Employers Confederation of Zimbabwe is included in Annex F. ZNCC, as well, is likely to propose a training program for its member organizations. In such an activity, technical assistance is likely to include curriculum development and management needs assessments, as well as training of trainers. Institutions requesting program support will prepare complete proposals outlining needs for technical assistance, commodities, and training. The Private Sector Training Committee will review both individual training requests and full proposals.

The private sector component will include support to build management capacity of Zimbabwe's local NGO's. This will be done through (1) training and technical assistance to middle and senior management of these organizations, and (2) support for training programs which reach a large number of NGO's. All of the NGO-related activities will be coordinated through VOICE, an umbrella organization established to serve the needs of Zimbabwe's NGO's. Annex F. 10 includes a needs assessment and a request for technical assistance from VOICE.

### III. COST ESTIMATE AND FINANCIAL PLAN

#### A. AID PROJECT BUDGET SUMMARY

AID contributions over the 7-year life of the project total \$15,000,000. Major components of the AID budget are detailed

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in Table 3, and back-up calculations are provided in Annex F. 1. a. The AID budget is for training, training-related expenses, long term technical assistance, short term technical assistance, and training-related commodities, including books, journals, and training equipment and materials. In addition, reasonable allowances have been provided for contingency and inflation.

Because of the evolving situation with respect to professional and technical skills shortages, and because priorities will be more precisely focussed as the GOZ gains better manpower demand and supply information over the duration of the project, it is difficult to predict exact training and technical assistance needs. Thus, it is not possible to calculate the exact number of participants, and the composition and breakdown between types of courses abroad. The number of long term participants, 79, is an estimate, with some variation expected. Variation is also to be expected in the time required for students to complete training, but 28 months for an M.A. and 42 months for a Ph.D. is assumed to be average, based on experience to date with ZIMMAN I.

AID obligations by fiscal year are shown in Table 4. These obligations are based on forward funding of training to the extent possible. Requirements for FY 1986 are established at \$2.0 million. Obligations in FY 1987 will be \$6.0 million, in FY 1988 \$5.0 million, and the final obligation of \$2.0 million will be in FY 1988.

An illustrative budget by project component is included as Table 5. Approximately sixty percent of the project's resources will be used to finance the public sector training program, the private sector training program, and the University of Zimbabwe Staff Development Program. The balance will go for the strengthening of training libraries, program evaluation, and contracting for participant placement services.

Fourteen percent of the total is expected to go to purchase training equipment and supplies. Private sector entities receiving commodities will be required to donate a level of local currency, equivalent to the cost of the commodity, to the UZ internal bursaries fund.

## B. HOST COUNTRY CONTRIBUTION

### 1. Elements of the Host Country Budget

The contribution from the Government of Zimbabwe, the University of Zimbabwe, and the private sector is estimated to be \$6,139,000, or 29%, thus bringing the total size of the project up to \$20,000,000. The GOZ portion of the total host country contribution is approximately 25 percent, the University portion is approximately 65 percent, and the Private Sector portion, 10 percent. A summary of the GOZ budget is shown in Table 6, with back-up calculations detailed in Annex F. 1. b.

The entire contribution of the GOZ will be in local currency. These local funds will be used to cover the salaries of participants while in training, and local components of salaries of long term technical assistance provided to the University. Also, the private sector and the University have agreed to cover the majority of airfares of their participants. Furthermore, the University pays for the families of Staff Development Fellows to join them while in training.

An important element will be GOZ salaries paid to overseas participants in degree programs and in short term courses in the United States or third countries. In the case of long term training, normal government practice is to pay an individual a partial salary. However, the actual amount paid is determined by the Public Service Commission in consultation with the employee's ministry and takes into account the family financial responsibilities, and an average rate of 60 percent of full salary is used. GOZ officers on short term training normally receive full salaries. Salaries to long term participants, who will generally be relatively junior officers or University Staff Development Fellows seeking a Master's degree in the United States, or in some cases more senior officers seeking Doctorate degrees, will amount to about \$U.S. 1,806,000 over the life of the project. Full salaries to short term trainees from the University and the public and private sectors will total approximately \$U.S. 294,000.

The GOZ and the private sector will bear the support costs of in-country training and short term technical assistance, estimated at a total of \$U.S. 160,000. This will consist mostly of supplies, local transport and per diem of participants and other minor administrative costs. In addition, the University provides salaries (which are added to by USAID/Zimbabwe) for long term technical assistance. This item should total \$U.S. 803,000.

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TABLE 3

AID PROJECT BUDGET SUMMARY  
Expenditures in \$U.S. 000

	PROJECT YEAR 1		PROJECT YEAR 2		PROJECT YEAR 3		PROJECT YEAR 4		PROJECT YEAR 5		PROJECT YEAR 6		TOTALS	
	PM	\$	PM	\$	PM	\$								
<b>1. TRAINING</b>														
a. Long term (U.S.)	336	538	546	874	602	963	602	963	420	672	0	0	2394	4010
b. Short term	10	36	48	150	65	200	70	217	45	142	29	89	267	834
c. Airfares	18px	45	18px	45	22px	55	22px	55	10px	25	6px	15	96px	240
d. Placement Contract		0		2000		0		0		0		0		2000
<b>2. TECHNICAL ASSISTANCE</b>														
a. Long term	48	240	120	605	108	535	108	535	132	665	48	240	564	2820
b. Short term	0	0	12	93	22	170	26	202	24	186	8	62	92	713
c. Evaluation		0		40		40		40		40		40		200
<b>3. COMMODITIES</b>														
		150		300		400		400		400		150		1800
<b>SUB TOTAL</b>														
CONTINGENCY 6%		1009		4107		2363		2412		2130		596		12617
		66		267		154		157		138		39		837
<b>SUB TOTAL</b>														
INFLATION 5%		1075		4374		2517		2569		2268		635		13454
				219		258		405		489		175		1546
<b>TOTAL</b>														
	366	1075	746	4593	793	2775	802	2974	621	2757	85	810	3413	15000

TABLE 4

AID OBLIGATIONS BY FISCAL YEAR  
(In U.S. \$000)

	FY 86	FY 87	FY 88	FY 89	TOTAL
	\$	\$	\$	\$	\$
1. TRAINING					
a. Long Term	1000	1345	1420	245	4010
b. Short Term	100	300	310	124	834
c. Airfares	75	100	55	10	240
d. Placement Contract	0	2000	0	0	2000
2. TECHNICAL ASSISTANCE					
a. Long Term	140	645	1361	674	2820
b. Short Term	34	226	353	100	713
c. Evaluation	0	50	100	50	200
3. COMMODITIES	300	450	650	400	1800
4. CONTINGENCY/INFLATION	351	884	751	397	2383
TOTAL	2000	6000	5000	2000	15000

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TABLE 5

ILLUSTRATIVE BUDGET BY PROJECT COMPONENT  
AID AND GOZ

	AID		H/C	
	\$	%	\$	%
UNIVERSITY OF ZIMBABWE	4550	36.0	2564	64.1
IN SERVICE TRAINING	2826	22.4	1054	26.3
GOZ INSTITUTION SUPPORT	800	6.3	167	4.2
PRIVATE SECTOR PROGRAM	441	3.5	217	5.4
PLACEMENT CONTRACT	2000	15.9	0	0.0
EVALUATION (a)	200	1.6	0	0.0
COMMODITIES (b)	1800	14.3	0	0.0
SUBTOTALS	12617	100.0	4002	100.0
CONTINGENCY/INFLATION	2383		1737	
TOTALS	15000		5739	

As with the AID budget, a contingency factor of 6 percent has been added to take account of unforeseen requirements. This would relate mainly to a possible increase in the number of overseas participants or an expansion of technical assistance. An inflation rate of 14 percent (based on a 5-year average of past rates) is applied to the GOZ budget.

## 2. Recurrent Cost Implications

The GOZ has no capital costs in the project. Accordingly, the GOZ budget covers recurrent costs during the life of the project, such as salaries of participants in training and staff support.

The principal cost resulting from the project that will continue beyond the project's active life is the higher salaries which may be earned by project participants who return with advanced degrees. This is minimal, estimated at Z\$150,000 (U.S.\$93,000). Most of those being trained will fill existing positions for which the GOZ has already budgeted. This results in no net increase in budget allocation. In addition, GOZ procedures for approval of training applications take into account recurrent cost implications.

Within the present GOZ wage structure, the average salary per participant is estimated at Z\$15,000. The average University salary for Staff Development Fellows is estimated as Z\$20,000. If we were to assume (1) all long term training was completed this year, (2) each trainee's position represented a net additional job, (3) 40 GOZ trainees and 35 University trainees, and (4) each was employed for the whole fiscal year, the total additional budget requirement for the first post project fiscal year would be Z\$1,300,000. This amount is 0.12 percent of the current national budget of Z\$1,070 million. Thus, even if all ZIMMAN in-service trainees came from government, and filled positions not yet established, the project would have an insignificant impact on the GOZ recurrent budget.

## IV. IMPLEMENTATION ARRANGEMENTS

### A. PROJECT ADMINISTRATION

#### 1. Government of Zimbabwe

ZIMMAN II will continue the general administrative arrangements established in ZIMMAN I, since both the government and USAID are pleased with these operational procedures and they function well (see Administrative Analysis, Section VI.B. for discussion of these procedures). ZIMMAN II will continue to be administered through the Ministry of Labour, Manpower Planning and Social Welfare (MLMPSW).

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TABLE 6

HOST COUNTRY  
PROJECT BUDGET SUMMARY  
(Expenditure in U.S. Dollars)

	TOTAL	Yr 1	Yr 2	Yr 3	Yr 4	Yr 5	Yr 6
<b>1. SALARIES OF TRAINEES</b>							
a. Long Term - In Service	645	150	117	196	143	39	0
b. Long Term - UZ	1259	174	289	289	289	218	0
c. Short Term - GOZ	135	10	27	29	27	25	17
d. Short Term - Private	127	0	18	36	36	18	19
e. Short Term - UZ	19	2	4	4	4	4	1
<b>2. AIRFARES</b>							
a. Long Term - UZ	90	13	20	21	21	15	0
b. Short Term - UZ	31	5	5	8	5	5	3
c. Short Term - Private	89	0	13	25	25	13	13
d. Other	127	18	28	30	28	23	0
<b>3. UZ SUPPORT FOR SDF'S</b>	206	29	47	47	47	36	0
<b>4. LOCAL SUPPORT TO TA</b>							
a. Salaries for Long Term	803	123	193	150	169	168	0
b. General - Short Term	11	0	1	3	3	3	1
<b>5. IN COUNTRY TRAINING COSTS</b>	149	0	13	37	37	37	25
<b>6. RETURNEES SALARY INCREASES</b>	69	0	0	0	23	23	23
<b>7. ADMINISTRATIVE SUPPORT</b>	242	40	41	40	41	40	40
<b>SUBTOTAL</b>	<b>4002</b>	<b>564</b>	<b>816</b>	<b>915</b>	<b>898</b>	<b>667</b>	<b>142</b>
<b>CONTINGENCY 6%</b>	<b>241</b>	<b>34</b>	<b>49</b>	<b>55</b>	<b>54</b>	<b>40</b>	<b>9</b>
<b>SUBTOTAL</b>	<b>4243</b>	<b>598</b>	<b>865</b>	<b>970</b>	<b>952</b>	<b>707</b>	<b>151</b>
<b>INFLATION 14%</b>	<b>1496</b>		<b>121</b>	<b>291</b>	<b>458</b>	<b>487</b>	<b>139</b>
<b>TOTAL **</b>	<b>5739</b>	<b>598</b>	<b>986</b>	<b>1260</b>	<b>1410</b>	<b>1194</b>	<b>290</b>

\*\* To total add \$400,000 equivalent to be contributed by private sector (in Z\$) to UZ bursaries fund, for cost of training-related commodities.

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This Ministry, through its Scholarships Division, has direct linkages with other Ministries and public and private training institutions, and coordinates public sector personnel training needs and plans in collaboration with the Ministry of Public Service. Having the MLMPSW as major implementing agent for ZIMMAN II is compatible with its central role in coordination of scholarships for overseas training and determination of national manpower priorities. Activities under the project involve training support to several ministries and institutions, including, for example, the Ministry of Health, the Ministry of Education, Ministry of Lands, Agriculture, and Rural Resettlement, the Ministry of Finance, Economic Planning and Development, and the Ministry of Transport.

The Undersecretary for Scholarships is the chairman of the Interministerial Scholarship Committee which coordinates all public sector training, including training under ZIMMAN. The interministerial committee has representatives from 10 ministries, including agriculture, education, health, and the public service. This committee meets regularly to screen applications and review training plans and priorities submitted by various government ministries and departments. Prior to finalizing plans which apply to AID-funded training, they are reviewed by the USAID HRDO and the participant placement contractor's Field Coordinator, who will ensure that training requests are consistent with criteria for ZIMMAN support. Once agreement is reached between the Government of Zimbabwe and USAID on training areas which conform to the priorities under the project, they are formally submitted to USAID for approval.

Final concurrence rests with USAID/Zimbabwe, with approval given by Implementation Letter. Following formal approval, the contractor's Field Coordinator is entrusted with responsibility for implementation of the participant training activities. Training plans are reviewed and revised periodically at the request of either the Ministry or USAID.

Similar procedures will be followed in the implementation of the private sector program. A committee which includes representatives from the National Employers' Confederation of Zimbabwe, the Zimbabwe National Chamber of Commerce, the Industrial Development Corporation, Commercial Farmers Union, the National Farmers Association of Zimbabwe, and VOICE has been formed under the chairmanship of the Undersecretary for Scholarships in the Ministry of Labour, Manpower Planning and Social Welfare. The Ministry has indicated that responsibility for establishing priorities and developing training plans rests with the private sector representatives and, as such, decisions on which programs or trainees to finance under ZIMMAN II will be by majority vote of the committee. USAID's HRDO is a voting member of this committee.

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Responsibility for implementation of the University Staff Development Program is with the Vice-Chancellor and Registrar of the University of Zimbabwe. The University is administratively under the responsibility of the Ministry of Education. Although the Ministry of Labour reviews and signs implementation documents such as PIO/P's and T's, it is not involved in the award of Staff Development Fellowships and the day-to-day implementation of the program. Liaison between the two ministries has worked smoothly to date and no problems are anticipated.

## 2. Contractor Responsibility

The majority of project activities (not including recruitment of technical assistance) will be implemented through a contract with a private non-profit U.S. institution specializing in the placement of international students in suitable professional and technical training programs. ZIMMAN training activities are currently implemented through a contract with the Institute of International Education (IIE), which has assigned a Field Coordinator to Harare. The Field Coordinator attends to administrative matters related to the processing of training applications and selection of trainees. He collaborates closely with the Ministry of Labour in preparation of training plans, with USAID in preparation of PIO/Ps and other documentation, and with the IIE office in the U.S. concerning the arrival, progress and return to Zimbabwe of the participants.

Through its home office, the placement contractor assists in the selection of training institutions for trainees. The contractor makes all necessary arrangements for admission to the selected institutions and provides orientation and pre-departure training for selected students. Support is provided to trainees as necessary, including the provision of monthly living allowances, and other special allowances. The contractor attends to other problems which students may experience while studying outside of Zimbabwe, and monitors student progress through its regional offices and academic difficulties through consultation with advisors. Allowances are paid in accordance with permitted rates established by AID's Handbook 10, Participant Training.

Requirements for recruitment of long and short-term technical assistance for ZIMMAN II as for ZIMMAN I will be handled by the Academy for Educational Development (AED), the technical assistance contractor under the BEST Program. This contract, which includes recruitment for all USAID programs and projects, will continue through December, 1989. Requirements for technical assistance recruitment from the termination of the current contract (AED) through the end of ZIMMAN II will be met through a mechanism chosen by the mission for this purpose.

### 3.U.S.A.I.D.

Overall monitoring is the responsibility of the USAID/Zimbabwe Human Resources Development Officer. See Section V, below, for a detailed discussion of monitoring. Assistance on commodity matters is provided by the Commodity Management Officer.

The Human Resources Officer is assisted by one local hire Assistant HRDO, who holds a Ph.D. degree in curriculum development from a U.S. university; and by one local hire Training Administration Assistant. This staff has responsibility for a major education sector assistance program (BEST) and other activities as well as ZIMMAN, and is quite competent to handle responsibilities to be generated by ZIMMAN II. The HRDO departed post in early 1986. In the interim before the arrival of his replacement, the office is being provided TDY assistance from AID/Washington and the Deputy Director is backstopping human resources development activities.

#### B. CONTRACTING PLAN -- SERVICES

ZIMMAN I has supported the core administrative cost of USAID's contract with the Institute of International Education for participant training placement services. These services are provided to all mission funded participants regardless of project or program. This has permitted the mission to operate an extremely efficient participant training program at a relatively low cost per trainee. In 1984, the program supported 289 participants in degree and nondegree training programs in the USA and other developing countries. The training program has grown to this level from about two or three participants in 1981.

The contract with the Institute of International Education (IIE) will continue through December 31, 1987. During the period when the contract overlaps with ZIMMAN II, IIE will provide participant placement services for the Phase II project. As soon as the Grant Agreement is signed, the REDSO/ESA Contracting Officer will prepare an amendment to the IIE contract to increase the ceiling for pass-through funds for participant training. This approach is appropriate since the scope of work of the basic contract states that the volume of training cannot easily be predicted and that the level of effort as well as level of pass-through and number of trainees are illustrative only.

In the first quarter of calendar 1987, the REDSO/ESA Contracts Office in Nairobi will be requested to issue an RFP for a new contract. The new contract should be awarded by the third quarter of 1987, permitting the new contractor and the Institute to overlap for approximately three months to ensure

continuity and a smooth transition. The estimated cost of this new five year contract is US\$2,000,000.

This contract will be at a lower cost than the present one for two reasons. First, the original contract with the Institute contained a provision for a subcontract for orientation. This subcontract was terminated in 1984 when orientation was shifted to the field. Second, the new contract will not include technical assistance recruitment, since this requirement will be met through the contract with the Academy for Educational Development, funded under the BEST Program, which will last through the end of 1989, and the follow-on mechanism established by USAID/Zimbabwe to meet this requirement.

As discussed on P.5 of this Project Paper (and in Harare 0545), consideration will be given to contracting with a firm which qualifies under the Gray Amendment. The USAID/Zimbabwe Mission Director certifies that the procurement plan was developed with full consideration of maximally involving such organizations in the provision of required goods and services, and that the project is appropriate for minority or Gray Amendment organization contracting.

### C. COMMODITY PROCUREMENT PLAN

#### 1. Types of Commodities

Training-related commodities to be procured under ZIMMAN II include books, periodicals and equipment. Equipment required by the University of Zimbabwe library system will include photocopiers; microfiche readers and reader/printers; and microcomputers. Public and private sector training institutions will require, in addition to books and periodicals, slide projector and film projector units; video equipment; photocopiers; cassette recorders; public address equipment; and microcomputers.

The University has prepared a detailed list and budget (Annex F.11.a), including projected expenditures by year. The majority of the \$1,000,000 budgeted to the University for its library system will be used to purchase books and periodicals. In the case of the remainder of the public sector (budgeted at \$400,000) and the private sector (budgeted at \$400,000), detailed listings will depend on training plans and proposals to be submitted during the life of the project. However, an illustrative list of commodities is included as Annex F.12.b. As will be noted in this Annex, the majority of funds for both public and private sector recipients will be used for equipment, rather than books and periodicals. Roughly equal levels of expenditure are projected after year one, when the amount will be relatively lower.

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Private institutions will be eligible to request commodities if the commodities (1) are to be used to strengthen the management training capacity (particularly middle level) within a private firm, or, preferably (2) are to be used to strengthen the institution's capacity to provide management and business-related training to a large number of small businesses and entrepreneurs.

On the public sector side, institutions providing management training programs for civil servants will be eligible for ZIMMAN II commodities. These include the Civil Service Training Center at Highlands, the Zimbabwe Institute of Public Administration and Management (ZIPAM), the National Training Center at Domboshawa, and the Provincial Training Center. Special attention may be given to the Provincial Training Centers at Chinhoyi being financed with local currency from the USAID/Zimbabwe CIP.

## 2. Eligible Sources and Waivers

The authorized source for procurement of commodities is Code 000 (U.S.A.). However, waivers are anticipated to be required for some audio/visual equipment and a portion--15 to 20 percent-- of the books and periodicals. (While it is recognized that HB 15, Chapter 2, paragraph 2B2c(2) allows for the procurement of publications from other than U.S. sources under certain circumstances without processing a waiver, it is the opinion of the design team that since Zimbabwe is an English speaking country, the criteria as set forth in the Handbook would not be applicable.) USAID/Zimbabwe will process the required waivers for non-U.S. source/origin items as needs are specifically identified, using the authority delegated to it under DOA 140, as revised.

## 3. Contracting Modes and Financing Methods

(a) University of Zimbabwe: The University will procure its required books and periodicals in accordance with its established procurement mechanism, taking into consideration the applicable A.I.D. requirements set forth in HB 11, Chapter 3 - Procurement of Equipment and Materials. To the extent it is practicable, some books may be procured under the A.I.D. book contract, if it is still operable during the period of the procurement. Procurement of equipment and materials will be carried out by a procurement services agent, using the IQC established by AID/W for such services. Payments for transactions undertaken by the University will be made by direct letters of commitment issued by the USAID/Zimbabwe Controller. Payments for goods purchased by the PSA will be made in accordance with the procedures established by AID/W under the IQC.

(b) Private Sector: Private institutions will procure items either directly or through local

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agents/representatives of suppliers, using a commodity import mechanism similar to that established in the USAID/Zimbabwe Commodity Import Program (CIP). Recipients will be required to deposit the local currency countervalue of the transaction in advance of the procurement. Based on the relatively small number of transactions over the 7-year life of the project, it is now anticipated that payments for these procurements will be by direct letters of commitment, issued by the USAID/Zimbabwe Controller.

(c) Public Sector. Most items to be funded for the public sector entities will be procured by one of the Procurement Services Agents (PSA) included under the existing IQC established by AID/W. The PSA's fee will be taken from the funds budgeted for commodities. While the illustrative list of commodities includes approximately \$263,000 of microcomputer equipment, no single sites have life cycle costs exceeding \$100,000. Therefore, in accordance with the M/SER/IRM/MPS AID General Notice dated May 15, 1985, SER/IRM will not be required to review and approve the transactions. However, if any questions arise, SER/IRM will be consulted. Payments to suppliers and the PSA will be made in accordance with the procedures established in the IQC.

#### 4. Applicable Regulations and Procedures

All procurements by the public sector, including the University, will be carried out in accordance with the requirements set forth in HB 11, Chapter 3. The procurements by the private sector will be subject to A.I.D. Regulation 1. To the extent that it is practicable, transactions will be consolidated .

Private sector institutions will pay using their own funds, all duties and surcharges associated with the import of goods. Commodities for the public sector, including the University of Zimbabwe, will be imported duty free.

#### 5. Local Currency Account

Private sector recipients of commodities will be required to deposit local currency countervalue.

These local currency generations, estimated as the Zimbabwe dollar equivalent of \$400,000, are to be deposited by recipients into a special account in the Reserve Bank. The Treasury will disburse these funds to the University of Zimbabwe to support the special bursaries fund.

Allocation of funds from the special sub-account for specific uses, and procedures for disbursement of these funds, will be agreed upon between the University of Zimbabwe and the GOZ, and concurred in by USAID in an Implementation Letter. The program will be modelled on the existing Commodity Import Program.

D. PROPOSED SCHEDULE OF ACTIVITIES

<u>Year/Month</u>	<u>Action</u>	<u>Primary Responsibility</u>
1986/Jun	Project authorized	USAID/Z
Jun	Grant Agreement signed	USAID/Z, GOZ
Jun	Conditions Precedent met	USAID/Z, GOZ
Jun	Evaluation/baseline study begins	USAID/Z, Contractor
Jun	Interministerial committee receives GOZ in-service training plans, reviews of plans	GOZ, USAID/Z Contractor
Jun	Amendment to current training placement contract to increase ceiling for pass-through funds	REDSO, USAID/Z
Jun	Training plans approved and PILs issued	GOZ, USAID/Z
Jun/Jul	Initial short term trainees depart	Contractor, USAID/Z
Jul	First short term TA arrives	Contractor, USAID/Z
Jul	Initial long term TA arrives (Technical Colleges)	Contractor, USAID/Z
Aug	Initial group of trainees (previously approved) departs for U.S.A.	Contractor, GOZ, USAID/Z
Sep	Placement, pre-departure actions, PIO/P's for 1987	Contractor, USAID/Z
Oct	Private Sector Plan	GOZ, USAID/Z
Dec	Second group of long term trainees begin to depart	USAID/Z, GOZ, Contractor

1987/Jan

Mar	RFP issued for new training placement services contract	REDSO, USAID/Z
May	Training plans received and reviewed	GOZ, USAID/Z Contractor
Jun	Annual external evaluation	USAID/Z
Jun	Training plans approved and PILs issued	GOZ, USAID/Z
Aug	New training placement contractor selected	USAID/Z, GOZ
Sep	New training placement services contract signed	USAID/Z
Sep	Placement, pre-departure actions, PIO/Ps begin for 1988	Contractor, USAID/Z
Dec	Termination of current contract	Contractor

1988/Jan

May	Training plans received and reviewed	GOZ, USAID/Z Contractor
Jun	Annual external evaluation	USAID/Z
Jun	PACD for ZIMMAN I	USAID/Z
Jun	Training plans approved and PILs issued	GOZ, USAID/Z
Sep	Placement, pre-departure actions, PIO/Ps for 1989	Contractor, USAID/Z
Dec	First long term trainees begin to return	Contractor

1989/Jan

May	Training plans received and reviewed	GOZ, USAID/Z Contractor
Jun	Annual external evaluation	USAID/Z

Jun	Training plans approved and PILs issued	GOZ, USAID/Z
Sep	Placement, pre-departure actions, PIO/Ps for 1990	Contractor, USAID/Z
1990/Jan		
May	Training plans received and reviewed	GOZ, USAID/Z Contractor
Jun	Annual external evaluation	USAID/Z
Jun	Training plans approved and PILs issued	GOZ, USAID/Z
Sep	Placement, pre-departure actions, PIO/Ps for 1991 begin	Contractor, USAID/Z
1991/Jan		
May	Revision to training program and exchange of Implementation Letters	GOZ, USAID/Z
Jun	Annual external evaluation	USAID/Z
1992/Jan		
May	Revision to short-term training plan and exchange of Implementation Letters	GOZ, USAID/Z
Jun	Annual external evaluation	USAID/Z
1993		
Jan	Summative Evaluation	USAID/Z
Sep	Project Assistance Completion Date	

#### V. MONITORING PLAN

The systems established under ZIMMAN I for tracking and assessing project progress will be extended and reinforced during ZIMMAN II. These systems have permitted measurement of project inputs and outputs, and identification of implementation problems, and also provided historical records of the project invaluable to project evaluation. Existing data management will be strengthened by increased automation and inclusion of broader participant data in an information and

evaluation system during ZIMMAN II. Periodic data collection, data storage and dissemination, reporting, and overall monitoring responsibilities as they will apply to ZIMMAN II are reviewed below.

The contractor submits quarterly financial reports, which list specific expenses by participant and by program. The reports cover participants from all USAID/Zimbabwe projects. These records are used by the USAID/Zimbabwe HRDO as a basis for amendments to PIO/P's to reflect actual expenditures. PIO/P's are finalized with amendments for returned participants approximately one quarter after their return to Zimbabwe.

Using both the contractor's financial reports and other AID financial reports, the HRDO office maintains records on allocations and expenditures, and updates these periodically, at least once per quarter. The HRDO Office is currently implementing the new Agency-wide PTMS (Participant Training Management System) which maintains current information on allocations and expenditures to be printed out as needed, by student, program, sex, type of training or other category. Participants are tracked both within the AID office and by the contractor. Records are maintained for applicants, for active participants in training, and for returnees. As soon as the Project Implementation Letter approving training is issued, the contractor is responsible for student processing, finding suitable placements, transcripts and grades, predeparture orientation, and departure from the country. Records on active participants include results of monitoring conducted by the contractor in the U.S., with reports from student advisors, contractor field advisors and headquarters. Reports are transmitted from the contractor's U.S. office to the Field Coordinator in Harare and to USAID. Significant papers (grade reports and letters) are also sent for each student.

It is important to mention additional steps taken by the contractor to monitor student academic progress and identify any problems. In addition to regular student and advisor records, an annual seminar of 3 days duration is held at the contractor's headquarters, which all participants attend and meet individually with the contractor as well as with other students. This provides needed contact and can often address student problems and questions before they become serious. The annual awards program for all returnees, held at a local hotel once a year, also assists in monitoring returnees and their progress.

The contractor also submits a quarterly narrative report to USAID covering administrative and financial status, consultant recruitments and activities, general status reports and discussion of any problems. USAID and the contractor meet daily in Harare, and the Harare field representative

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communicates through telex and telephone on a daily basis with his headquarters. Informal meetings are held frequently with government. USAID circulates reports to Ministries, including participant status reports. The contractor performance is also monitored through annual audits by a U.S. Public Accounting firm which covers USAID costs under ZIMMAN. USAID/Zimbabwe receives copies of these annual audits.

Records on returnees will provide a data base for evaluation of the project's impact on trainees and their employers. Although the contractor already keeps records on returnees, this system is currently being expanded as the evaluation system (see VII, below) is set up. Listings of returnees and current employment can be printed out as needed.

It is also important to mention that, as of late 1985, a new form is used as a training plan by Ministries and institutions and as a training record for USAID (See Annex F.8). The form includes information on position including grade level, required skills and competencies, a statement of how competencies will benefit the organization, the title and grade to be achieved after training, the length of training and preferred dates, date by which completion required, and type of training. In addition, the installation of a Scholarship Tracking System at the Ministry of Labour, Manpower and Social Welfare, Scholarships Division, will provide hardware and software for the Ministry to manage records and monitor progress on all external scholarships. Most of the costs of this system are covered under ZIMMAN I, and followup technical assistance to ensure institutionalization will be funded under ZIMMAN II. The Scholarship Tracking System will greatly increase the efficiency with which the GOZ monitors overall training progress and needs.

## VI. PROJECT ANALYSES

### A. TECHNICAL ANALYSIS

#### 1. Project Appropriateness and Strategy

Since Independence, the lack of trained manpower has posed a critical constraint to development for Zimbabwe, due in great part to loss of professional, technical and management skills through emigration of expatriate residents. During the intervening years, Zimbabwe has steadfastly maintained its efforts to solve this constraint through external recruitment and in-service staff development programs to ensure continuous progress toward the achievement of its development goals. In support of Zimbabwe's objective to sustain high professional standards and operational effectiveness in selected areas, ZIMMAN I focused on training of personnel in areas designated by GOZ as critical. The strategy utilized is long term training in the United States, short term training in both the United States and appropriate third country locations, technical assistance, and a modest component of training equipment and supplies.

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To date, 115 participants have been enrolled in or have received placement in academic degree programs in U.S. universities; 79 are in short term non-degree programs in the U.S., and 33 in third country training programs. Ten long term trainees have completed training in the U.S. and have returned to gainful employment in Zimbabwe. The successful implementation of ZIMMAN I and the results achieved have demonstrated the appropriateness and feasibility of this project.

ZIMMAN II will focus more directly upon increasing the capacities of Zimbabwe's institutions to plan and manage manpower development activities while extending the training strategy employed under ZIMMAN I. For example, greater emphasis will be placed on several areas begun during the first phase:

- a. Support for the University of Zimbabwe Staff Development Fellows Program is broadened in Phase II. ZIMMAN is playing a vital and significant role in both quantitative and qualitative expansion of the University.
- b. Support to the Ministry of Health, which collaborates with the UZ in provision of medical professional, is also broadened in Phase II, to provide a major contribution to the sector perhaps hit hardest by white emigration.
- c. Allocation of project funds for book acquisition and periodical subscriptions, training equipment and reference materials for training institutions will be substantially increased. This will include major support to strengthen the University of Zimbabwe library system.
- d. The pilot private sector training program, which started in ZIMMAN I, will be substantially expanded to support private sector training programs to build local business acumen and management capabilities and develop a broader indigenous business population within Zimbabwe
- e. Specific support will be provided to government and to private institutions in the area of manpower planning so that training, by institution and nationwide, is focused on areas of need.

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The overall project strategy is to accelerate the Government of Zimbabwe's progress in achieving self-sufficiency in meeting its long term manpower requirements. The technical appropriateness of the project, established under Phase I, will be further enhanced in Phase II with greater focus on development of institutional capacity to plan and manage development.

## 2. Technical Organization of the Project

The University of Zimbabwe and the Technical/Vocational Colleges have submitted their manpower-related training plans and training-related consultancy requirements. Public and private sector institutions will submit plans for in-service training annually. Private sector training institutions to be supported under ZIMMAN II will submit discrete requests for support and training plans during the life of the project.

Under ZIMMAN II, a large proportion of long term degree training conducted in the U.S. will go to the University Staff Development Fellows (SDF) Program. Participants are Zimbabwean citizens recruited and hired by the University to fill staff vacancies, who require further professional development before assuming their appointed posts. All participants are bonded by the University to serve in the established faculty position upon their return from degree training.

To complement the University's staff development effort, long term technical assistance will be recruited from U.S. universities to fill staff vacancies in critical areas, including vacancies created by Zimbabweans in training under the project.

Short term training in the U.S. and third countries will be utilized primarily for GOZ and private sector in-service staff development and upgrading of senior university personnel who cannot be spared for longer periods of time. Opportunities to attend professional seminars, workshops and short courses will be made available. Short term training opportunities will also be provided to private sector organizations, including training institutions.

A percentage of short term training, particularly in development management, may be provided by third-country training institutions such as ESAMI (East and Southern Africa Management Institute), PAID (Pan-African Institute of Development) and IDM (Botswana Institute of Development Management), all located in the SADCC Region.

Short term technical assistance will be provided to develop curricula, information systems, training strategies and other

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areas related to manpower planning and training management. Consultants will also assist in conducting in-country training seminars and workshops designed to upgrade skills identified by the GOZ and private sector entities. In-country training, utilizing existing training institutions, is perceived by both the public and private sectors as the most relevant training modality for the majority of training needs. It benefits larger numbers of trainees, is less costly in terms of foreign exchange and time away from the job, and builds the capability of local institutions to continue training when donor funds are unavailable.

### 3. Bonding and Retention Procedures

The usual bonding procedure for the public sector is that students to whom scholarships are awarded are required to work for the Government for a period at least equal to their period of training. A legal bonding document to this effect is signed by each participant before he/she is awarded the scholarship. However, as stated in the regulations governing bonding, bonding can be purchased with repayment of all training costs to the Government.

This bonding procedure also applies for SDF training at the University, except that ten percent of staff salary is held under local escrow from each participant, to be repaid with interest at the end of the bonding period. If the bond is broken, the money is forfeited and placed in the University's staff development fund. Taking employment with other government services is considered by the University as breaking the bond.

It is difficult to make projections on staff loss anticipated throughout the life of this project, but at this date, no participant has failed to return to Zimbabwe upon completion of training. None has purchased his/her bond to obtain employment outside the institution to which he or she was bonded.

The new fixed salary schedule, published in July, 1985, classified University staff salaries on par with Group I (salary levels of undersecretaries and deputy secretaries of Ministries), and this substantial increase should make an enormous difference with staff retention. In addition, the University is revising its promotion and tenuring procedures to support its staff retention efforts.

#### 4. Selection Criteria

The selection criteria for individual participants and participating institutions outlined in Section II.E. of the project paper are designed to support the project focus on building local institutional capacity to plan, to train and to manage human and financial resources. This direct focus on institution building will contribute to improved development policies, program design and project implementation, and is consistent with A.I.D. policies and programmatic concerns.

#### B. INSTITUTIONAL AND ADMINISTRATIVE ANALYSIS

The Government of Zimbabwe perceives external training and long term technical assistance as necessary but temporary measures to help alleviate critical staff shortages and to meet GOZ goals for Zimbabweanization. The GOZ's concern is to maximize the use of available resources to develop the appropriate institutional infrastructure required for planning and controlling both the quantity and quality of human resources development. Policy and training institutions, public and private, have been tasked to develop their internal capacities to plan, to project and to manage skills development in order to reach national goals in a minimum amount of time.

##### 1. Organization

The Government of Zimbabwe has authorized the Scholarships Division within the Ministry of Labour, Manpower Planning and Social Welfare as its implementing agency for ZIMMAN I and II.

The Ministry of Finance, Economic Planning and Development (MFEPD), as the body responsible for national planning and utilization of foreign assistance, has delegated authority for obligation of government finance for the ZIMMAN project to the Ministry of Labor's Scholarships Division. This Division has full authority to commit and disburse funds without obtaining further approval from other agencies, once all clearances are received on training plans. The MFEPD participates, however, in evaluations and annual reviews of the project and endorses necessary changes or revisions recommended by the review committee.

The major advantage in utilizing the MLMPSW as the project's major implementing agent is its central role in the allocation of scholarships for overseas training and in the determination of national manpower priorities. The Ministry of Labor's Scholarships Division has direct linkages with other ministries and training institutions (public and private) and can coordinate personnel staffing and training. It is not dependent upon other sections or divisions of the Ministry to carry out this

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responsibility and is, therefore, able to act promptly and decisively in the implementation of this project, as it has done to date.

Bonding and conditions of service for public sector training are handled by the Ministry of Public Service, which approves all external training, ensures cabinet clearances, applies bonding procedures, rules and regulations, and determines full or partial salaries for training leaves.

## 2. Management Scheme

The Ministry of Labor's Scholarships Division will be assisted by the Interministerial Scholarship Committee, whose membership comprises most of the technical ministries to be served by ZIMMAN II. The Undersecretary for Scholarships is the chairperson of this Committee, which coordinates public sector training.

The Undersecretary of Scholarships is also chairperson of the Private Sector Training Committee, which oversees the private sector component of ZIMMAN II. Because the Ministry of Labor has implementation responsibility for this total project, it is responsible for the government side of the agreement and must answer any queries from the Auditor General regarding project components. The Undersecretary of Scholarships therefore chairs both training advisory committees and has general oversight of both public and private sector training. However, the Committee is to operate on the one man/one vote principle, and the Ministry of Labor will not exercise veto power over majority decisions. If a proposed action is inappropriate, USAID, as a voting member of the Committee, will make known this fact to the Committee before a vote is taken.

The Private Sector Training Committee consists at present of representatives from the Ministry of Labor, ZNCC (Zimbabwe National Chamber of Commerce), the Employers Confederation of Zimbabwe, the Industrial Development Corporation and VOICE, to represent the new NGO component. USAID is also a voting member. Private sector institutions applying for scholarship and training funding will submit training plans, or if appropriate training proposals--with inputs, outputs and a budget--to USAID and the Ministry of Labor for approval and review by the Private Sector Training Committee.

While the Ministry of Labor's normal responsibility does not include the University, which falls under the Ministry of Education, a satisfactory liaison role has been established for purposes of this project. The Deputy Secretary of Labour, who oversees scholarships, is also a member of the University's planning committee which approves and reviews staff development

activities at the University. The University of Zimbabwe establishes its own recruitment and hiring policies, including its own bonding procedures. The Registrar of the University, at the direction of the Vice Chancellor, prepares a complete training plan for the Staff Development Fellowship program, which is reviewed and approved by the University, Ministry of Labor and USAID. The University does not sit on the Interministerial Scholarships Committee, but its interests are ostensibly represented on the Committee by the Ministry of Education. The Ministry of Education, however, does not exercise veto power over the University's training proposals.

### 3. Implementation Procedures: GOZ Training

The Interministerial Scholarship Committee (ISC), comprised of representatives from key ministries such as agriculture, education, health and the public service, meets periodically to review training plans and priorities submitted by the various government ministries. The Ministry of Labour, through the ISC, informs the various ministries of available scholarship funds and each Ministry, through its own training section, puts together a training plan for in-service staff.

The procedure followed under ZIMMAN I for GOZ in-service training is that the employees's supervisor certifies coverage for the trainee while he is away and the Minister certifies his/her support of the proposed training and that it represents a priority for the Ministry. All appropriate clearances are obtained by the employee's Ministry prior to submitting the plan to the Ministry of Labor for further approval.

Because of a few reported incidents of abuse under ZIMMAN I, the Committee felt it necessary to tighten the procedures for recommendation and approval of training plans. Attempts by individuals to promote friends for training have generally been uncovered prior to the trainee's departure from Zimbabwe. In one case, however, the particular Ministry involved insisted that an individual--who was already in the U.S and enrolled in a university--be returned to Zimbabwe as a lesson to others. Although financial loss was incurred, this incident is an excellent indication of the Government's determination to exercise sufficient control and to maximize the use of donor funds for priority skills training.

For this reason, a new training plan format is to be used by all Ministries under ZIMMAN II. (See copy, Annex F.8). The change in procedure is that a training plan for each Ministry must be fully vetted and approved by senior staff within the Ministry, and it must be personally conveyed to the Ministry of Labor by the Secretary of each Ministry, with a cover letter of support stating that the Minister finds the training appropriate.

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Procedures for ZIMMAN I and II are as follows:

- When adequate numbers of training plans have been assembled by the Scholarships Division, they are transmitted to USAID for review and further processing:
- The contractor's field representative and USAID staff review proposals and make recommendations for modification of plans.
- The plans are returned to the Undersecretary of the Ministry of Labor for review and statement of concerns.
- Training plans are then reviewed by a review board comprised of representatives of the Ministry of Labor, USAID, the Deputy Secretary or Undersecretary of the Ministry of Public Service and a Public Services Commissioner.
- When agreement is reached on the training plans, USAID responds through an Implementation Letter stating agreement to finance scholarships and indicating on the Training Plans those persons approved for training; and, the Ministry of Labor requests PSC concurrence.
- A copy of the Implementation Letter and approved training plans are sent to the contractor's field representative, who works with the Ministry of Labor and staff in participating ministries to complete their training programs. The field representative prepares pages 2-3 of the PIO/T and preliminary budgets and sends copy of implementation letter to his U.S. office. The Ministry of Labor, the field representative, and the contractor's U.S. office work together to develop participant programs and prepare individual PIO/Ps.

#### 4. Adequacy of Staffing

The efficiency of the Scholarships Division has been seriously affected by recent cutbacks in established staff positions, especially in the areas of research, planning and scholarship management. Due to the current freeze in public service hiring, the Scholarships Division cannot afford to release staff for periods of three months and upwards for training, although training is imperative. The unit has experienced high attrition due to competitive salaries in the private sector, and can hire no replacements. Current staffing is as follows:

- Administrative Wing: Undersecretary of Labor; Assistant Secretary of Labor; Senior Executive Officer (Administrator of Scholarships); 1 Executive Officer (3 required); 8 Clerks.

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- Professional Wing (in charge of manpower analysis and training projections): 0 planners (3 required); 1 researcher (3 required); 3 officers (2 away on study leave).

The Undersecretary of Labor holds a Ph.D. in Educational Planning; the researcher holds an M.A. in human resources development from the U.K., and one officer holds a diploma in manpower planning from the U.K. All other professional staffmembers have basic degrees in economics.

5. Institutionalization of Manpower Planning and Management Capacity

To supplement staffing and to strengthen the unit, the Interministerial Scholarship Committee, the Secretary and the Minister approved development of an automated scholarship tracking system (together with in-service training) to be implemented by mid-1986 under ZIMMAN I. The computerized system should vastly increase the capacity of the unit to manage the more than 40 different GOZ and donor-sponsored training programs under its responsibility. (See data on donor support, Annex F.3). The automated system will expedite the processing of applicants, assist the ministry in identifying the most appropriate trainees for various donor programs, and provide information to policy makers and planners on the effectiveness of external training.

In addition, through a PASA with the U.S. Department of Labor, an adapted Occupational Information System will be developed in the Technical Colleges and Training Section to enable planners to equate supply and demand within the economy. This is being financed by BEST. ZIMMAN II will build upon the increased capacities being developed through these two automated programs and will provide additional technical assistance and materials to institutionalize the processes.

Because current staff levels are so low, the Scholarships Division would be practically immobilized if critical staff were sent for more than three months of external training. For this reason, the Ministry of Labour, Manpower Planning and Social Welfare has proposed that ZIMMAN II undertake to finance a strengthening program for the Ministry through providing a resident advisor in manpower planning. This advisor will strengthen the Ministry's manpower planning capacity to conduct in-house training in planning, projecting, and surveying techniques. Also, a resident advisor to the Scholarships Division will provide in-house, on-the-job training in utilization of the automated tracking system and will help to relieve staff for long-term and short-term U.S. training.

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Through this expert technical support, training sections of participating ministries will also be assisted where necessary in planning their staff development programs. It is felt that technical assistance in these areas, supplemented by short and long term external training for key staff as proposed under ZIMMAN II, will result in an institutionalized capability within the Ministry of Labor to plan and manage the manpower development process for the nation. This capacity will be carefully measured in the annual evaluation process.

The University of Zimbabwe has successfully managed the projection of its own staffing needs and has in place appropriate mechanisms for filling vacancies through expatriate hire and upgrading of faculty with minimal donor assistance. The University expects to have achieved self-sufficiency through its staff development program within five years. At that time--except for new programs in Veterinary Science, the MBA program and its medical programs--the University will be able to finance its necessary intake through its own funding under the Government of Zimbabwe. The goal of the University was to achieve 80% Zimbabweanization of its faculty; it now stands at 35-37%. (See the University staffing pattern in Annex F.7). The SDF Program support provided under ZIMMAN I has significantly assisted the University in reaching this goal.

The University expects, in time, to graduate sufficient numbers of skilled people, through its expanded and upgraded technical and professional staff, to provide the necessary technical, managerial and professional resources currently projected for public and private sectors of the economy.

## 6. Mission Analysis

USAID/Harare considers implementation under the Ministry of Labor's Scholarships Division to be quite effective for ZIMMAN I and equally adequate for ZIMMAN II. USAID has not experienced the delays that other donors appear to have suffered, due mainly to the close working relationships established and maintained between the Interministerial Committee, the Ministry of Labour, USAID and the contractor's field and home offices. The Ministry is kept fully informed of each stage of activity through monthly reports prepared by USAID and through copies of students programs, financial reports and copies of PIO/Ps on all participants submitted regularly to the Ministry by IIE.

## C. ECONOMIC ANALYSIS

### 1. Introduction

The economic analysis presented in this section is elaborated in Annex F. 4. This section focuses on the projected impact of ZIMMAN II training activities on Zimbabwe's long term economic development, and places particular emphasis on aspects of the project designed to maximize retention of trainees in the economy.

It is well established that the existence of a pool of qualified professional, technical and administrative human resources is a necessary but not sufficient condition for economic development. If complementary factors of production are not available or if skills are not utilized, training activities, in themselves, may have no impact. Economic returns to training are manifested in the increased productivity of individuals in both their market and non-market activities. Given standard assumptions about freely operating labor markets, training-related increases in market productivity should be reflected in increased earnings, and the rate of return to investments in training projects such as ZIMMAN II can, in principle, be calculated as the discount rate that equates training costs with earnings differentials over the individual's lifetime. The impact of training on nonmarket productivity, spillovers to co-workers and employing organizations, intergenerational transfers of skills, and non-monetary social objectives (such as reduced income inequality) are harder to quantify and incorporate in a rate of return analysis.

At present, sufficient data do not exist to allow estimation of the rate of return to project activities. (Strategies for collecting these data are discussed in the economic analysis Annex, F.4.). The following analysis examines three dimensions of the project's economic viability: external efficiency, internal efficiency, and projected retention and utilization of skills.

### 2. External Efficiency

Since Independence, the manpower situation in Zimbabwe has changed dramatically. The lifting of sanctions imposed under UDI provided new economic opportunities. Major expansions in the provision of educational, social and health services also increased the demand for workers with specialized skills. Over the same period, large numbers of highly trained Europeans emigrated, creating a critical manpower shortage. Post-secondary training institutions (which were inadequately developed prior to Independence) were particularly hard hit. Since these institutions tended to rely heavily on European

faculty, institutional capacity to provide indigenous training was adversely affected by the migration of faculty abroad. Emigration-induced vacancies also affected the private sector, government and parastatal organizations.

The Government of Zimbabwe conducts annual surveys of employment and vacancies by occupation and publishes an annual update of its 1981 manpower survey. Training activities planned under ZIMMAN II are directly tied to current and projected vacancy data. Government and private sector planning committees have participated directly in the project design and will be involved in planning throughout the project life. Data on the placement and utilization of returned ZIMMAN I trainees indicate that the project has been extremely effective. Returnees report salary increases, projected career advancement, transference of skills to co-workers and positive impacts on organizational effectiveness.

A major emphasis within ZIMMAN II will be expanding the capacity of the University of Zimbabwe. A tracer study of University graduates, conducted in 1984, reported a 100 percent placement rate within eight months following the completion of studies. Data on national unemployment patterns indicate that school leavers who have completed secondary and tertiary education experience a significantly lower incidence of unemployment.

The project's design (based on vacancy data), the participation of all sectors of the economy in planning, the experience of ZIMMAN I returnees, tracer studies and unemployment patterns, and the flexibility of the project all suggest that proposed training activities have a high degree of external efficiency.

### 3. Internal Efficiency

A detailed analysis of the costs and benefits of alternative training modes was presented in the ZIMMAN I project paper. Data collected by IIE and USAID on actual implementation costs and limited available data on the experience of ZIMMAN I trainees indicate that this earlier analysis is valid. Given its flexibility and reliance on mixed training strategies matched to sector needs, ZIMMAN II is expected to have a high rate of internal efficiency.

### 4. Retention and Utilization

The two dimensions of retention (by overall economy and the sponsoring organization) have significantly different implications for long-term economic development and are best considered separately.

During and since the war of Independence, the Zimbabwean economy has experienced significant losses of trained manpower through emigration. Although data on the racial composition of emigrants are not published, it is clear that a disproportionate number of emigrants was white, motivated to leave primarily by social rather than economic factors. Furthermore, since Independence, a number of changes have begun to reverse the trend toward greater manpower losses. The European bias in education enrollment has been reversed. Bonding requirements imposed since Independence substantially decrease the probability of losing newly trained manpower abroad. In 1985, the emigration of skilled manpower dropped significantly from previous years.

Stronger bonding requirements, the rational process of selecting trainees and the high return and placement rate of ZIMMAN I participants all suggest that ZIMMAN II trainees will be retained in the economy upon the completion of training.

Retention within sponsoring organization and sector is also an issue of concern. ZIMMAN II activities have three major programmatic emphases: university staff development, private sector training and public sector training.

Staff Development Fellows at the University are selected and trained to fill specific vacant posts. They join their respective departments prior to beginning training and remain in close contact during training. University salaries are currently under review and major increases are anticipated later this year. The university has an extremely strong set of bonding provisions. The combination of anticipated salary increases, bonding, the intrinsic rewards associated with university careers in Zimbabwe, and the experience of University-sponsored ZIMMAN I trainees all suggest that retention will not be a problem in this component of the project.

A second major emphasis under ZIMMAN II will be private sector training. From an efficiency perspective, movement between firms within the private sector is not problematic. In fact such activity is associated with increased economic efficiency.

Public sector training comprises the third major type of ZIMMAN II training activities. Turnover within the public sector has been high since Independence and public/private salary differentials are undoubtedly an important factor in the phenomenon. Given the rapid rate at which public services and expenditures have expanded since Independence, the government is attempting to minimize costs of providing these services. Bonding provisions under ZIMMAN II will help to retain returnees in sponsoring agencies in the short-run. In the

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long-run, there is likely to be continued movement to the private sector. However, as long as skills are productively used in the economy, they will contribute to economic development regardless of the sector in which individuals work. Moreover, by increasing the supply of skilled manpower overall, ZIMMAN II will help to reduce skill-related wage differentials, thereby lowering pressure on the public sector and helping to reduce income inequality. To some extent public sector training may function as an indirect form of long term private sector training; in the short-run it will alleviate critical manpower shortages and inefficiencies in government ministries.

In summary, ZIMMAN II activities are well matched to the needs of the economy and should be of significant value in furthering economic development. While formal rate of return projections cannot be made at this time, it is clear that the project is extremely efficient. Provisions for ongoing data collection and periodic assessment will provide data required for more formal economic analysis later on and also allow refocusing of project emphasis to maximise its effectiveness.

#### D. SOCIAL ANALYSIS

##### 1. Beneficiaries

The major beneficiary of this Project is the Government of Zimbabwe. In the short term the project will provide the government with training-related consultants in fields of management, teacher training, health and technical/vocational education who will fill staff vacancies in training institutions and provide in-service training for staff and students. In the longer term, the government will benefit from the extensive training to be conducted under the project and the processes utilized to develop local institutions to train and manage human resources development. Also benefitting will be private sector institutions concerned with the upgrading of private sector management and related skills.

The direct beneficiaries will be the approximately 75 Zimbabweans to receive degree training; the approximately 105 academics, technicians and managers who receive short-term training; and the estimated hundreds to participate in in-country seminars, workshops and short-courses.

The most important beneficiaries are those served indirectly by the ZIMMAN project. They include the Zimbabwean population in general, whose quality of life will be increased through access to better education, to improved health services, to skills training, and to increased employment opportunities within the public and private sectors. They will also benefit over the long run from improved government management and administration, better access to services and education and

increased employment opportunities.

2. Participation of Disadvantaged Groups

One of the underlying objectives of this program is to redress the inequities of the past which systematically denied access to employment and education to the black majority. In effect, ZIMMAN I placed into practice the GOZ policy that in providing equitable awarding of scholarships, that there be a reasonable national ratio between the sexes where possible, that the racial distribution of awards be proportional to the national population and that those whose education was disrupted during the liberation struggle be given "preferential" treatment. This policy will continue to govern the equitable awarding of scholarships under ZIMMAN II.

At Independence, Zimbabwean faculty at the University was less than 5 percent. It now stands at 35-37 percent. ZIMMAN I contributed greatly to the attainment of this objective as a major source of training for Zimbabwean residents, particularly black Zimbabweans, employed by public sector institutions. One hundred percent of long term training participants under Phase I are Zimbabweans; nearly 98 percent are black.

During Phase I of the project, the University of Zimbabwe--through its regular staff recruitment and hiring procedures--was able to recruit and hire nearly 24 per cent female participation for its SDF program. These women are currently undergoing long-term training in the United States.

Table 7 represents total training conducted under ZIMMAN I for all participating agencies and ministries, including the university, showing an overall participation of women at 20.1 percent.

TABLE 7

DISAGGREGATED DATA ON TRAINING ZIMMAN I PROJECT (1982-1985)					
	<u>Men</u>	<u>Women</u>	<u>Total</u>	<u>Percent Trained</u>	<u>Percent Women</u>
<u>U.S.</u>					
Long-term graduate and undergraduate	75	40	115	50.6	34.8
Short-term technical	78	1	79	34.8	.1
<u>Third Country</u>					
Long-term degree	5	2	7	3.1	.3
Short-term technical	22	4	26	11.5	15.4
Totals	180	47	227	100.0	20.1
<u>Incountry Training</u> (Not included under ZIMMAN I)					

Source: Participant Training Reports, USAID/Harare, December 1985.

According to mission training records, participation of women is consistently high in all of A.I.D.-supported training programs in Zimbabwe, which indicates general adherence to a nondiscriminatory training policy among the ministries and agencies of the Zimbabwean government.

Disaggregated data on women in training was difficult to obtain from the several bilateral and private donors interviewed, although each noted fairly high numbers of female participants. Some donors have placed priority on the inclusion of women in their development programs, notably those funded by Ford and Rockefeller Foundations.

A further analysis of training statistics indicates that of the 40 women in long-term U.S. training under ZIMMAN I, 15 are enrolled in undergraduate programs, 23 in Master's programs, and 2 at Ph.D. and post-doctoral level. The majority of female trainees are concentrated in traditional fields such as education, agriculture, health and library science. A small percentage elected nontraditional fields such as Transport Planning, Law, Medicine, Public Administration and Business studies.

Although several constraints must be factored into future strategies, an even greater effort will be made under ZIMMAN II to recruit women into nontraditional fields for professional and degree training. Where it appears that the participation of women and minorities is below acceptable levels in U.S.-financed training, the Interministerial Committee under the guidance of the Public Services Commission will apply the preferential treatment element of the policy.

Although participation of women was relatively high in long term degree programs in the U.S. and third countries, participation in short term U.S. technical training was virtually nil. Discussions with government and university officials indicate that a narrow interpretation may have been applied to "U.S. short term technical training" which in effect excluded women (as well as senior faculty) from short term, upgrading opportunities in the U.S. Few women have the specialized technical backgrounds specified by GOZ in recruitment efforts as reflected among male short term participants (aviation, mining, aircraft mechanic, etc.). The definition of "short term technical, nondegree training" will be clarified under ZIMMAN II, which should help to expand the overall percentage of female participation from 20 per cent under ZIMMAN I to 35 per cent under ZIMMAN II.

### 3. Constraints to Participation of Women

According to the Ministry of Community Development and Women's Affairs (MCDWA), a significant constraint to greater participation of women in training is a general lack of

knowledge of employment and training opportunities presented by the GOZ and donors. Because of the keen desire expressed by Zimbabwean women for professional training and development, the Ministry--through its member organizations--is advertising training opportunities throughout all provinces and promoting greater response from qualified women. Such organizations meet periodically to discuss ways and means for encouraging training and advancement of qualified women for vacant posts in the Ministries and University.

ZIMMAN I provides in-service training for existing staff and as such, training opportunities are not advertised to the general public but are rather made known to staff within participating ministries and agencies. The University of Zimbabwe, however, advertises its Staff Development Fellows positions in the local newspaper, and recruits are sent for training under ZIMMAN and other donor programs.

A perhaps more significant inhibitor identified by MCDWA is responsibility for family and children, which prohibits extended absences of women from home for professional training. In too many reported cases, such absences have resulted in serious marital strife and breakup of the family unit, always to the detriment of the woman. Pregnancy also constitutes a major constraint for young, eligible women since participants are not insured for prenatal care and delivery in the U.S., and traditional extended family support would not be available to assist with child care. External training for women incorporates tremendous risks and expenditures which do not equally affect male participants. For these reasons, the majority of qualified women forego long term training and elect to participate in short term, in-country seminars offered by the University and other training institutions.

This constraint may be especially critical for women professors whose skills and professional levels should be upgraded. According to university records, women faculty members total 72 out of 405, or 18 percent of total faculty. The University of Zimbabwe provides dependent travel and support for each SDF, which places husbands--who in most cases are not university faculty--in the category of dependents and therefore subject to employment limitations established by U.S. Immigration and Naturalization Services. Many husbands find this situation intolerable and not only refuse to accompany their wives, but forbid their participation.

In the rare cases where skills of both husband and wife fit the categories of need established by the GOZ, preferential treatment might be considered. In the majority of cases, however, married couples cannot simultaneously qualify for scholarship awards.

A perhaps greater constraint identified under ZIMMAN I is the inability of female applicants to academically qualify for external degree programs. Although several applications are received from women, few meet the minimal qualifications for U.S. university enrollment, which tends to indicate that if the numbers of women in the professional labor pool are to be seriously affected, affirmative action must start quite early in the schooling process in Zimbabwe.

Social customs continue to influence parent choices in favoring secondary education for boys, especially among rural families. Statistics indicate that for this reason and others, few women complete secondary schooling and fewer go on to university. Although the situation is slowly being rectified with increasing enrollment of girls in secondary and vocational/technical schools, correction of this historical imbalance will take considerable time.

University records show that of 3,623 full time students enrolled in 1985, 875 were women--roughly 20 per cent as opposed to less than 5 percent at Independence. Most are at undergraduate levels.

Since ZIMMAN II will concentrate on post-graduate level training, the problem of increased numbers of women in training is exacerbated. In order to overcome this constraint, support will be given under ZIMMAN II to scholarships for compensatory, preparatory studies at the University to upgrade the skills of promising female applicants for graduate-level training. According to the University Registrar, scholarships are available to women who wish to enroll in undergraduate programs. Also, this is one area for support from the special bursaries fund to be set up using local currency generations. The Ministry of CDWA works directly with women throughout the cities and provinces, and perhaps has the greatest contact with women affected by social and cultural constraints to female employment. Short term technical assistance and training will be provided to the Ministry under ZIMMAN II to develop its internal research and training capacity, and to provide technical assistance in the design and production of training aids and materials.

#### E. ENVIRONMENTAL ANALYSIS

An Initial Environmental Examination waiver was approved for a categorical exclusion with the PID, as stated in the PP guidance cable, para. 15 (Annex A.1.). A copy of the signed facesheet is included as Annex E.

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## VII. EVALUATION ARRANGEMENTS

Evaluations will be an integral part of ZIMMAN II and will be conducted annually. Evaluation issues are discussed in more detail in Annex F.6. The series of evaluations will be part of an evaluation system to be initiated with a comprehensive data collection effort during the first half of 1986, which will assess all AID-financed training to date. Once this system is in place, data can be regularly and expeditiously collected on training progress and project impact. The overall evaluation system will permit assessment of the impact of ZIMMAN I and II on trainees and the institutions for which they work.

The initial effort will be a comprehensive quantitative and qualitative review of training received by participants in the U.S. and third countries, and of the impact of project activities on Zimbabwean institutions benefitting from training or technical assistance. This extended effort will also provide a baseline for further evaluations of ZIMMAN activities. The following groups will be studied through structured interviews and questionnaires: (1) participants; (2) employing institutions who nominate participants and to whom participants return after training; (3) institutions providing training; (4) institutions receiving technical assistance. Questionnaires will be mailed to all students currently in training and those who have completed training. Subsamples from each will be interviewed. For participants, the selection process, orientation, training experience and academic records, return and re-entry, and job placement and performance after return to Zimbabwe will be examined. Interviews with returned trainees, and with supervisors and training officers will be particularly important. Interviews will ascertain the qualitative value of training to participants and their jobs, and to their institutions as a whole. The training institutions who have received technical assistance and training will be questioned as to changes in operations as a result of staff strengthening.

It is important to note that the team conducting this initial evaluation will be tasked with the design of initial and follow-up data collection instruments which are to be utilized for each participant for the duration of the project. Initiation of data on each newly returned participant, and follow-up on returned participants already in the system, will be conducted by the USAID HRDO office, the contractor, or by a consultant. Newly returned participants should be interviewed during the period preceding each annual review, and others should be followed up at that time. Also, the primary institutions benefitting from ZIMMAN II will provide to USAID an annual assessment of the effect that the training has had on their staff.

There will be 6 formative evaluations and one final evaluation of ZIMMAN II. Each formative evaluation will, first, update and summarize periodic data available from the evaluation system to date on trainees and institutions, and analyze the results. It will also assess, to the extent feasible, the impact of training on job performance, career advancement and overcoming staff shortages in the private and public sectors. Along with other information, the evaluation teams will summarize project progress, using the basic Project Evaluation Summary format (Handbook 3). The first evaluation will commence one year after initial data collection effort in early 1986, or 15 months after the signing of the Project Agreement, whichever is earlier. The GOZ will collaborate in the evaluation and provide appropriate representation.

Evaluations will summarize project accomplishments, including project inputs, outputs and progress toward purpose and goal achievement. The evaluations will also examine the objectively verifiable indicators and summarize progress toward end of project status, include numbers and sex of trainees, types of training, and the role that trainees play in their institutions. Sources of information include review of updated data on participants, selected interviews with GOZ, University and private sector personnel, interviews with returned long and short term participants, and interviews with those who have benefitted from short term technical assistance under the project. Interviews with long and short term returned participants should concentrate on the effectiveness of their training and its relevance to their present jobs and career plans. Other data sources will be GOZ reports, contractor reports, participant reports, other donor reports, consultants reports and studies. Evaluations will include an assessment of suitability of placement and utilization of Zimbabwean personnel trained under the project.

The evaluations will also review broader institutional and economic questions:

- (1) institutional impact of staff strengthening;
- (2) progress toward strengthening institutional capacity within the University and other training institutions and their capacity to manage training programs.
- (3) progress in providing increased proportion of training opportunities to women;
- (4) progress of individual institutions and the GOZ in understanding manpower supply and demand and in designing training plans to meet known priority needs. Procedures and institutional mechanisms applied by the GOZ to identify training priorities will be examined, as will the degree to which the project's training activities are responding to GOZ most urgent manpower needs.

(5) Analysis of available economic reports to show contributions of capital and labor to growth in GDP to show progress toward project goal.

It will be important to look at training institutions, particularly the University, but also ZIPAM, and private sector training institutions, in order to assess quantitative and qualitative improvements in instructors and instruction, and in institutional performance (including courses offered, training staff, student capacity, and independence from donor support or expatriate staff.)

It is likely that improved information on manpower supply and demand in Zimbabwe will become available during the life of the project. Findings of studies should be factored into possible changes in emphasis of the project. These include, but are not limited to, two efforts already funded by USAID/Zimbabwe. First, a labor supply and demand study is to be undertaken by the University of Zimbabwe, which will review current conditions of, the outlook for and recommendations regarding, the demand for labor by sector and key subsectors of economic activity in Zimbabwe. Secondly, it is likely that the Occupational Information System, funded by BEST, to be installed at the Ministry of Labour will provide useful information.

Results of each evaluation will include recommendations for changes in project implementation, including adjustments in inputs or outputs, implementation procedures or schedule, commodity provision, or project monitoring. If necessary, adjustments could be made in the mix of types of training and in long and short term technical assistance. In addition, depending on progress and interests expressed by participating institutions, changes may be recommended in the balance of support for different project elements. This is particularly the case for private sector institutions, where growth in the area of training for small businesses, and in other areas, could generate greater demands than exist at present.

#### VII. CONDITIONS AND COVENANTS

The conditions and covenants under ZIMMAN II are basically a continuation of those in force for ZIMMAN I.

As conditions precedent to the disbursement of funds, the GOZ will furnish to USAID/Zimbabwe the names, titles, and specimen signatures of those GOZ officials responsible for administration of the project. A second condition precedent will require the GOZ to submit annual training plans for the public sector components of the project prior to

the disbursement of funds for training in excess of the initial obligation of \$2 million. This does not include the University, which has already, prepared its plan which is incorporated into the project paper.

The Project Grant Agreement will contain the following covenants:

- (1) The GOZ agrees to make available qualified candidates for long term and short term training in the United States and other developing countries and agrees to ensure by bonding and other means that these persons are assigned to suitable positions utilizing their training, for a period of at least equal to the period of training financed under the project.
- (2) The GOZ agrees to financially support the participants from the public sector during their absence on long or short term training in accordance with existing GOZ regulations on training.
- (3) The GOZ agrees to encourage the participation of women in short and long term training activities funded through the Project.

Also, the parties agree to establish an evaluation program as part of the Project. Formative evaluations will

- (a) Evaluate progress toward attainment of the objectives of the Project;
- (b) Identify and evaluate problem areas and constraints which may inhibit such attainment;
- (c) Assess how such information may be used to help overcome such problems and constraints; and
- (d) Evaluate, to the degree feasible, the overall development impact of the Project.

The GOZ was actively involved in the development of this project and has approved the project (Annex C). In addition, the design team met with various ministries and training institution facilities which are expected to receive assistance under the project. The list of skills to be provided for training, and of type of technical assistance are based primarily on the priority needs identified by the GOZ and private institutions during the preparation of this paper. It is understood that the mix of types of training and technical assistance will be reviewed and refined, through regular monitoring and evaluation as the project progresses, in order to meet the priority manpower and manpower training requirements in the project component areas as they relate to the project purpose, over the seven years of the project.

HINNEY A. I

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SUBJECT: ZIMMAN II (613-0229) - CONCLUSIONS OF ECPR AND PP GUIDANCE

1. SUMMARY: THE ECPR HELD ON NOVEMBER 26 RECOMMENDED APPROVAL OF THE PID AS A NEW PROJECT AT THE LOP FUNDING LEVEL OF DOLS 15 MILLION SUBJECT TO THE PP DESIGN GUIDANCE PROVIDED IN THIS MESSAGE. WHILE NOT ALL ISSUES AND CONCERNS DISCUSSED AT THE ECPR WERE RESOLVED, THE COMMITTEE BELIEVES THAT THEY CAN BE ADEQUATELY ADDRESSED DURING THE DESIGN OF THE PROJECT. THE ECPR REQUESTS THAT THE MISSION MAINTAIN A DIALOGUE WITH THE BUREAU DURING THE DESIGN PROCESS ON THE CRUCIAL ISSUES RAISED BELOW AS FOLLOWS:

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PROJECT TIMING DOMINATED THE DISCUSSION. WHILE THE BUREAU WAS IMPRESSED WITH USAID/ZIMBABWE'S HRDO SHORTLIDGE'S EXPLANATION OF THE PRESENT ON-GOING, IN-HOUSE EVALUATION PROCESS, THESE ASSESSMENTS ADDRESS ONLY THE MORE TECHNICAL CONCERNS OF THE PROGRAM. A FULL AND INDEPENDENT EVALUATION WOULD ADDRESS IMPORTANT MANAGERIAL AND INSTITUTIONAL CONSIDERATIONS OF THE PROGRAM WHICH SHOULD FEED INTO ANY PHASE II DESIGN EFFORT, NOT FOLLOW IT. NEVERTHELESS, THE ECPR AGREES WITH THE INTENT OF THE MISSION TO CONTINUE THIS IMPORTANT TRAINING ACTIVITY WITHOUT HIATUS AND THEREFORE, STRONGLY RECOMMENDS THAT ELEMENTS OF EVALUATION BE INCLUDED IN THE DESIGN PROCESS.

IT IS ALSO UNDERSTOOD THAT CERTAIN ASPECTS OF TRAINING PROJECTS ARE DIFFICULT TO EVALUATE IN THE FIRST FEW YEARS OF IMPLEMENTATION. THERE ARE NOT, E.G., SUFFICIENT RETURNED TRAINEES TO ESTABLISH PROJECT IMPACT AT THIS TIME. HOWEVER, OTHER INSTITUTIONAL ASPECTS OF THE PROGRAM CAN AND SHOULD BE EXAMINED AT THIS TIME FOR THE BENEFIT OF THE NEW PHASE DESIGN AND TO ASSURE THAT THE NEW PROJECT BUILDS ON AS MANY LESSONS LEARNED AS POSSIBLE. THE EVALUATION SHOULD SPECIFICALLY ADDRESS THE DESIGN ISSUES RAISED BELOW IN PARAS 4 AND 5.

4. INSTITUTIONALIZATION OF MANPOWER PLANNING. FOR LACK OF AN EVALUATION, IT IS UNCLEAR WHAT PROGRESS HAS BEEN MADE TOWARDS QUOTE, STRENGTHENING INSTITUTIONAL CAPACITY WITHIN THE UNIVERSITY AND OTHER TRAINING INSTITUTIONS TO MANAGE TRAINING PROGRAMS, UNQUOTE AS FOUND IN THE OUTPUT SECTION OF THE LOG FRAME IN THE ORIGINAL PP. WHILE THE COMMITTEE STRUCTURE ESTABLISHED FOR PROJECT IMPLEMENTATION UNDER THE MINISTRY OF LABOR, MANPOWER

PLANNING AND SOCIAL WELFARE IS IMPRESSIVE, AND THE PLANS OUTLINED BY HRDO SHORTLIDGE FOR SCHOLARSHIP TRACKING AND OCCUPATIONAL INFORMATION SYSTEMS CERTAINLY CONTRIBUTE TO THE INSTITUTIONALIZATION PROCESS, THE BUREAU WOULD APPRECIATE MORE DISCUSSION IN THE PP ON THE INSTITUTIONALIZATION OF MANPOWER PLANNING WITHIN THOSE STRUCTURES. THE PP FOR PHASE II SHOULD ADDRESS WHAT PROGRESS HAS BEEN MADE UNDER ZIMMAN I TOWARD DEVELOPING AN INDEPENDENT ZIMBABWEAN CAPABILITY IN MANPOWER PLANNING AND MANAGEMENT AND HOW THE NEW PROJECT WILL BUILD ON THIS PROCESS AND FURTHER IT. IN SO DOING, THE PP SHOULD IDENTIFY HOW SPECIFIC PROJECT INPUTS, E.G. TA, TRAINING, OR PROCUREMENT, WILL ASSIST IN THE CAPACITY BUILDING OF SPECIFIC TARGET INDIVIDUALS AND INSTITUTIONS. THE PAST PERFORMANCE AND CAPABILITIES OF THE MINISTRY OF LABOR AND THEIR MANPOWER DEVELOPMENT COMMITTEES SHOULD BE STUDIED TO DETERMINE HOW THE PROJECT CAN BEST CONTRIBUTE TO OTHER INDEPENDENT SUPPORT

FOR TRAINING PROGRAMS. THE RELATIONSHIPS BETWEEN THE MISSION, CONTRACTORS AND ZIMBABWEAN INSTITUTIONS SHOULD BE EXAMINED TO DETERMINE WHICH PROGRAM INTERVENTIONS WILL CONTRIBUTE ULTIMATELY TO REDUCING THE GOZ'S DEPENDENCE ON EXTERNAL ASSISTANCE IN THESE AREAS.

5. ECONOMIC ANALYSIS. THE ECONOMIC ANALYSIS IN THE PP SHOULD BE EXPANDED FROM THE PRESENTATION IN THE ORIGINAL PP. THE ECONOMIC ANALYSIS PRESENTED IN THE ZIMMAN I PP FOCUSES ENTIRELY ON THE BENEFIT/COST FACTORS INVOLVED IN CHOICE OF TRAINING MODES VS. EXPATRIATE REPLACEMENT TRAINERS TO THE ZIMBABWEAN ECONOMY. THIS ANALYSIS IS IMPORTANT TO PROJECT SELECTION, BUT DOES NOT ADDRESS WHETHER INVESTMENTS IN TRAINING WILL ULTIMATELY BENEFIT ZIMBABWEAN DEVELOPMENT. THIS QUESTION ESSENTIALLY HINGES ON WHETHER TRAINEES ARE RETAINED IN THE ZIMBABWEAN ECONOMY IN POSITIONS IN WHICH THEY CAN UTILIZE THEIR SKILLS. THIS WILL IN TURN DEPEND UPON SUCH FACTORS AS WAGES AND OTHER DETERMINANTS AFFECTING WORKER SATISFACTION AND LABOR MOBILITY. BUREAU WOULD LIKE TO SEE A GENERAL DISCUSSION IN THE PP OF THE FACTORS AFFECTING SKILLED LABOR SCARCITY AND RETENTION INCLUDING ESPECIALLY WAGE STRUCTURE AND POLICY. IMPORTANTLY, THE PP SHOULD EXAMINE HOW THE PROJECT PLANS TO MITIGATE OR ADDRESS THESE FACTORS IN THE SELECTION OF TRAINEES AND FIELDS OF STUDY AND, AS APPROPRIATE, THROUGH STUDIES, TA, AND DIALOGUE WITH THE GOZ ON RELEVANT POLICY ISSUES.

6. FUTURE EVALUATIONS. GIVEN THE LACK OF A FULL EVALUATION TO SUPPORT THE DESIGN EFFORT, THE PP SHOULD ADDRESS HOW THE RESULTS OF UP-COMING EVALUATIONS WILL BE INCORPORATED AS CHANGES, IF REQUIRED, IN THE PROJECT IMPLEMENTATION. A MECHANISM SHOULD BE ESTABLISHED IN THE PP TO PERMIT, EVEN ENCOURAGE ADJUSTMENTS IN PROJECT MANAGEMENT RESULTING FROM ASSESSMENTS WHICH FOLLOW PROJECT DESIGN.

7. VERIFIABLE INDICATORS. THE VERIFIABLE INDICATORS FOR THE LOG FRAME SHOULD BE DESIGNED TO PROVIDE SPECIFIC, MEASUREABLE PROJECT OUTPUTS. BEYOND TRAINING A SET NUMBER OF INDIVIDUALS, THE INDICATORS SHOULD SPECIFY WHAT PROGRESS WILL BE MADE TOWARDS ESTABLISHING INDIGENOUS TRAINING INSTITUTIONS, WHAT CAPACITY WILL BE DEVELOPED IN THE UNIVERSITY OF ZIMBABWE FOR TRAINING, AND WHAT CAPABILITY WILL EXIST IN THE GOZ FOR MANPOWER PLANNING AND TRAINING MANAGEMENT BY THE END OF THE PROJECT. SUBSEQUENT EVALUATIONS SHOULD USE THESE INDICATORS AS THE BASIS FOR MEASURING PROJECT SUCCESS.

8. CONTRACTING. IF MISSION WISHES TO ADD FIVE YEARS OF PARTICIPANTS UNDER NEW PROJECT TO CONTRACT WITHOUT COMPETITION, IT SHOULD CONSULT REGIONAL CONTRACTING OFFICE (RESPONSIBLE FOR CONTRACT) AND RLA THAT THIS IS PERMISSIBLE IF IS WITHIN EXISTING SCOPE OF WORK THAT HAS

COMPETED AND CONTRACTED FOR. OTHERWISE, COMPETITION WILL BE NECESSARY.

9. THE GRAY AMENDMENT. ECPR CONCLUDED THAT SUBJECT ACTIVITY OFFERS OPPORTUNITIES FOR GRAY AMENDMENT ENTITY INVOLVEMENT. IT WAS AGREED THAT (A) THE PP DESIGN TEAM WILL BE RESPONSIBLE FOR EXPLORING ALTERNATIVE CONTRACTING MECHANISMS TO INSURE GRAY AMENDMENT ENTITY CONSIDERATION IN THE FOLLOW-ON CONTRACTS FOR TRAINING AND PROCUREMENT (OPTIONS TO BE CONSIDERED INCLUDE: SA SET-ASIDES, JOINT VENTURES, AND SUBCONTRACTING), AND (B) MISSION WILL REVIEW THESE OPTIONS WITH AFR BUREAU MINORITY LIAISON OFFICER PRIOR TO FIELD AUTHORIZATION OF PROJECT AND ISSUANCE OF ANY SOLICITATION NOTICES.

10. THIRD COUNTRY TRAINING SOURCE WAIVER. AID/W DOES NOT HAVE A COPY OF THIRD COUNTRY TRAINING SOURCE WAIVER REFERRED TO IN PID. PLA SHOULD REVIEW WAIVER AT AN EARLY POINT TO CONFIRM THAT SUCH TRAINING UNDER NEW PROJECT IS INCLUDED, OR IF A NEW WAIVER IS NEEDED, IT SHOULD BE PROCESSED SHORTLY.

11. THE FOLLOWING POINTS WHILE NOT RAISED IN THE ECPR WERE DISCUSSED IN THE ISSUES MEETING AND SHOULD BE CONSIDERED IN THE PROJECT DESIGN:

12. CONSISTENCY OF THE PROJECT WITH AID'S PRIVATE SECTOR POLICY. IN LIGHT OF THE CURRENT AGENCY POLICY TO REDUCE THE ROLE OF PARASTATALS, THE PP SHOULD JUSTIFY ITS SUPPORT OF TRAINING FOR THESE ORGANIZATIONS. THE BUREAU RECOGNIZES THAT TRAINING FOR PARASTATALS IS SIGNIFICANTLY REDUCED IN ZIMMAN II OVER ZIMMAN I, BUT WOULD LIKE TO SEE SOME DISCUSSION IN THE PP OF THE PURPOSE OF TRAINING FOR THESE ORGANIZATIONS, AND WHAT IMPACT SUCH TRAINING MIGHT HAVE ON FUTURE PRIVATIZATION EFFORTS.

IN A RELATED MATTER, THE COMMITTEE QUESTIONED THE

RELEVANCE OF THE MINISTRY OF LABOR CHAIRING THE COMMITTEE FOR PRIVATE SECTOR TRAINING. THE PP SHOULD EXPLAIN WHY THE MINISTRY SHOULD HAVE SUCH A KEY ROLE IN MANAGING PRIVATE SECTOR MANPOWER TRAINING, AND/OR EXPLORE ALTERNATIVE APPROACHES TO MANAGEMENT AND FUNDING OF PRIVATE SECTOR TRAINING.

13. TRAINEE SELECTION. (A) WHILE THE BUREAU COMMENDS BOTH THE MISSION AND THE GOZ FOR THE EMPHASIS THEY PLACE ON THE SELECTION OF WOMEN FOR TRAINING, PERCENTAGE OF WOMEN PARTICIPANTS IN PROGRAM DOES NOT CLEARLY REFLECT THIS POLICY. BUREAU WOULD LIKE TO ASSURE THAT ALL GROUPS ARE GIVEN FAIR AND EQUITABLE TREATMENT UNDER THE PROJECT. ALL GROUPS IN THIS CONTEXT WOULD INCLUDE MINORITIES. TO DO SO MAY ENTAIL STRENGTHENING THE PROCESSES INVOLVED IN IDENTIFICATION THUS ASSURING ADEQUATE SELECTION OF QUALIFIED WOMEN AND MINORITIES; AND (B) WITH REGARD TO WOMEN, WE STRONGLY RECOMMEND THE COLLECTION OF GENDER DISAGGREGATED DATA, I.E. BY PERSON-MONTHS OF TRAINING PROVIDED, TYPES OF TRAINING RECEIVED, AND NUMBER OF TRAINEES TARGETTED IN EACH CATEGORY. PER PARA 2 AND 3 ABOVE, ZIMMAN I SHOULD BEGIN TO ADDRESS THE ISSUE BY UNDERTAKING THE COLLECTION OF GENDER DISAGGREGATED DATA SO AS TO BUILD THE CRITICAL MASS OF INFORMATION REQUIRED FOR MONITORING AND EVALUATION, AS WELL AS FOR STRENGTHENING THE PROJECT DESIGN UNDER PHASE II.

14. OTHER DONORS. THE PP SHOULD DISCUSS THE EFFORTS OF OTHER DONORS IN THE FIELD OF TRAINING, AND EXPLAIN THE MECHANISMS WHICH EXIST TO COORDINATE THESE PROGRAMS.

15. IIE WAIVER. THE INITIAL ENVIRONMENTAL EXAMINATION WAIVER WAS SIGNED FOR A CATEGORICAL EXCLUSION AND A COPY IS BEING POUCHED TO THE MISSION.

16. AD HOC DOA. AA/AFR HEREBY DELEGATES AUTHORITY TO USAID ZIMBABWE TO AUTHORIZE THIS PROJECT IN AN AMOUNT NOT TO EXCEED DOLS 15 MILLION. AD HOC DOA SHALL BE EXERCISED ON ALL THE TERMS AND CONDITIONS OF DOA 140 (INCLUDING REQUIREMENT FOR REBSO CONCURRENCE) WITH THE EXCEPTION OF THE DOLLAR AMOUNT LIMITATION. WHITEHEAD  
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613-0229

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 TO RUEHSB/AMEMBASSY HARARE PRIORITY 8533  
 INFO RUEHNE/AMEMBASSY NAIROBI PRIORITY 3135  
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OFFICIAL FILE

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SUBJECT: ZIMMAN II (613-0229) ECPR REVIEW

1. ZIMMAN II PID WAS REVIEWED AND APPROVED AT AN ECPR HELD NOVEMBER 26. USAID/ZIMBABWE IS AUTHORIZED TO PROCEED WITH PP DEVELOPMENT AND, SUBJECT TO GUIDANCE FOLLOWING SEPTEL, TO AUTORIZER SUBJECT PROJECT IN THE FIELD.

2. AFR/TE CYNTHIA PERRY CURRENTLY PLANNING TO ARRIVE IN HARARE MONDAY DEC. 2. GUIDANCE CABLE SHOULD BE FORTHCOMING MLT DEC. 4. PERRY CAN ORALLY BRIEF REST OF PAAD TEAM ON ECPR CONCLUSION IN HARARE. WEITHEAD  
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ANNEX B  
PROJECT DESIGN SUMMARY  
LOGICAL FRAMEWORK

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Project Title and Number: Zimbabwe Manpower Development Project (613-0215)

Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Assumptions
<p><b>GOAL:</b> To increase Zimbabwe's human resource infrastructure to meet its own manpower requirements for sustained and equitable economic and social development.</p>	<p>Growth in real GDP as a function of increases in quantitative and qualitative improvements in labor force</p>	<p>Macroeconomic analyses of contributions of capital and labor to growth in GDP</p>	<p>Investment promoting policies</p> <p>Economic/political stability in region.</p>
<p><b>PURPOSE:</b> To assist Zimbabwe meet its long-run labor market requirements for professional, technical, and managerial manpower in the fields of manpower planning and training management, agriculture, engineering science, technology, administration, management, health and education through the strengthening of existing public and private institutional capacity to train men and women, and upgrading of such manpower in the public and private sectors.</p>	<p>Recipient institutions which will be better staffed, with increased training capacity, and significant improvement in correlating training programs with needs in their service areas.</p>	<p>Micro manpower studies of key private and public sector employers.</p> <p>Evaluation system.</p>	<p>Fiscal resources for training</p> <p>Labor growth policies</p> <p>Institutions retain trained manpower</p>
<p><b>OUTPUTS</b></p>			
<p>1. Quantitative expansion in skills of middle level professionals, technicians and managers in the public and private sector, including in training management and manpower planning.</p>	<p>Significant increases in numbers and proportion trained by type of training, employee position and institution</p> <ul style="list-style-type: none"> <li>--University of Zimbabwe</li> <li>--MLPSW</li> <li>--Other Public Institutions</li> <li>--Private Sector Institutions</li> </ul>	<p>Mission participant reports</p> <p>Contractor reports</p> <p>Staffing reports from participating institutions</p>	<p>Appropriate training courses provided</p>
<p>2. Improvement of training capacity in selected public and private institutions.</p>	<p>Significant increases in numbers of trained instructors at post-secondary institutions (University, GOZ, private)</p>	<p>Formative evaluations</p> <p>Reports from employers</p>	

Demonstrated improvements in institutional performance (courses offered, trainees, student capacity and trends)

3. Increased numbers of women professional, managerial and technical manpower trained in public and private sector.

Significant improvements over ZIMMAN I in proportion of women provided short and long term training, from 20% to 35%

Project records

4. Evaluation system to monitor progress toward outputs, purpose and EOPS, and impact.

System functional

INPUTS

A.I.D. Short and long term participant training  
Short and long term technical assistance  
Procurement of books and learning equipment/materials  
Administrative core support for participants

Breakdown of project inputs  
(a) 75 M.Sc./Ph.D. Participants  
(b) 105 nondegree participants  
(c) 62 person years technical assistance  
(d) 1,000 items of learning equipment/commodities

Mission, Government of Zimbabwe, and Contractor reports.

Available AID funds

Available employer funding trainee salaries during training

GOZ Salaries for trainees  
Airfares for trainees  
Local operational costs

Available qualified candidates

GOZ funds available on time

INITIAL ENVIRONMENTAL EXAMINATION

OR

CATEGORICAL EXCLUSION

Project Country: Zimbabwe

Project Title: Manpower Development II (ZIMMAN II): 613-0229

Funding: FY (s) 86-92 \$ 15,000,000

IEE Prepared by: USAID/ZIMBABWE

Environmental Action Recommended:

Positive Determination \_\_\_\_\_  
Negative Determination \_\_\_\_\_

Categorical Exclusion:

This activity meets the criteria for Categorical Exclusion in accordance with Section 216.2 (c)(2)(i)&(xiv) and is excluded from further review because: the project purpose is to continue the work already begun during the first phase, increase the funding and extend the planned obligation schedule. The project will continue to train Professional, Technical and Managerial Manpower for the public and private sector, and does not contain any element directly affecting the environment (such as the construction of facilities, etc.).

Concurrence: \_\_\_\_\_

Bureau Environmental Officer

Bessie L. Boyd, AFR/TR/SDP

APPROVED \_\_\_\_\_ X \_\_\_\_\_

DISAPPROVED \_\_\_\_\_

DATE 11/21/85

Clearance: GC/AFR/MA Klein Date 11/25

Annex F. 1. a

Construction of U.S. Budget

I. Training

a. Long Term: Figures based on experience to date with ZIMMAN I. Costs \$19,000 per year or \$1600 per month. Duration of M.Sc. 28 months; duration of Ph.D. 42 months.

University Staff Development Fellows: 35, with a 50/50 split MSc./Ph.D.

GOZ In-Service: 44 participants, with about a 90/10 split MSc./Ph.D.

Total number of persons to receive long term training: 79.

b. Short Term: \$3,000 per person month. Average duration per trainee, 2.8 months for public and private sector. (Note: average \$2,800 per month public and \$3,200 per month private but 2.8 months per person public and 1.8 month per person private). University short term visit, 1.0 month duration at \$5,200 per month.

Public sector, 45 trainees; private sector, 45 trainees; UZ, 15 trainees.

c. Airfares: \$2,500 R/T.

Private sector to pay airfare costs; University of Zimbabwe to pay airfare costs for all long term SDF's and 10 of 15 short term visits (UZ will pay airfare when in conjunction with sabbaticals). Public sector trainees airfare to be covered by AID.

d. Placement Contract: Current contract will cover participants under both ZIMMAN I and II through life of contract, December 1987. Follow on contract will begin several months before end of current contract.

## II. Technical Assistance

a. Long Term: Based on experience to date, assume \$60,000 per year, including 5% recruitment incentive and 7% retirement contribution, airfare and freight.

University: 42 person years (21 persons);  
public sector 5 person years.

b. Short Term: \$6,500 per month, plus airfare. 23 persons, public sector; 23 persons, private sector. Average duration, 2.0 months each.

(Note: Administrative costs for short and long term technical assistance to be covered through BEST contract. Current contract with AED runs through 1989.)

## III. Commodities

\$1.0 million to U.Z. library upgrading. \$0.8 million for training materials for private sector and GOZ. (Freight costs at 41% CIF and procurement fees included.)

## IV. Evaluation

Include updating data base annually beginning in 1987. 1986 costs covered under ZIMMAN I. 5 years at \$40,000.

V. Contingency 6%

VI. Inflation 5%

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Annex F. 1. b

Construction of GOZ Budget

I. Salaries of Trainees

a. Long Term - GOZ/Private:

Trainees are paid 60% of salary for period in U.S. With average annual salary of Z\$15,000, GOZ pays \$9000 per year, or \$750 per month. Private sector, total salary paid at Z\$25,000, or Z\$2083. per month.

38 M.Sc. degrees, at 28 months each, Z\$21,000 per person, totalling Z\$798,000. 4 Ph.D. degrees, at 42 months each, \$31,500 per person, totalling Z\$126,000. 2 M.Sc. degrees at 28 person months each, Z\$58,324 per person, totalling Z\$116,648

b. Long Term - UZ:

Staff Development Fellows are paid full salary for period in U.S. Average salary, Z\$20,000 per year, or \$1667 per month.

18 M.Sc. degrees at 28 months, or Z\$46,676 per person, and Z\$840,168 total. 17 Ph.D. degrees at 42 months, Z\$70,014 per person, and Z\$1,190,238 total.

c. Short Term - GOZ:

Full salary paid, averaging Z\$17,000 per year, or Z\$1415 per month. 55 trainees, average duration 2.8 months. Z\$217,910 total.

d. Short Term - Private:

Full salary paid, averaging Z\$25,000 per year, or Z\$2083 per month. 35 trainees, average duration 2.8 months. Z\$204,134 total.

e. Short Term - UZ:

Full salary, average Z\$25,000 per year, 15 persons, duration of training 1 month each. Total Z\$31,250.

II. Airfares

a. Long Term - UZ:

35 Staff Development Fellows at Z\$4100 each, total Z\$143,500.

b. Short Term - UZ:

12 persons at Z\$4100 each, or Z\$49,200.

2/1

c. Short Term - Private: 35 trainees at Z\$4100, or Z\$143,500.

d. Other: UZ also pays airfares for families of SDF's to join them while in training. Estimated total of 50 extra airfares, totalling Z\$205,000.

III. UZ Support to SDF's: Additional support includes shipping/baggage, and some topping off of ZIMMAN stipend in Z\$. Z\$8800 for M.Sc. students, or total of Z\$158,400. Z\$10,200 for Ph. D. students, or total of Z\$173,400.

IV. Local Support to TA

a. Salaries - Long Term: UZ pays local salaries plus benefits for 19 of the 21 technical assistance positions. Salaries Z\$30,000 per year, plus Z\$4,000 UZ benefits. Z\$68,000 per two year stay per person. Total, Z\$1,292,000.

b. General - Short Term: Local support to short term technical assistance includes office space and facilities, supplies and equipment, local transport, per diem. Estimated as Z\$200 per person per month.

Public Sector: 23 persons, 2.0 month visits. Total, Z\$9200.  
Private Sector: 23 persons, 2.0 month visits. Total, Z\$9200.

V. In Country Training: Represents costs (as paid by private institutions and participants) for private sector training courses held with assistance of short term

technical assistance. Costs include space and facilities, supplies, local transport, tuition, and salaries of participants. Average course, 5 days, 20 participants, \$1000 per person per course. Total of 12 courses life of project, or Z\$240,000.

VI. Returnee Salary Increases: Represents increased salaries earned by better trained U.S. long-term trainee upon return to Zimbabwe. Calculated based on \$1500 per returnee. Total LOP, Z\$112,500.

VII. Administrative Time: Z\$65,000 per year

VIII. Contingency: 6%, as with US budget.

IX. Inflation: 14% calculated as average of actual figures for last 5 years, 1980-84, for which figures available.

Exchange Rate: \$1 (Zimbabwean) = \$.62 (U.S.)

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Bonding provisions in the ZIMMAN Project help to assure that critical government posts will be filled, in the short-run. In the long-run, increases in the pool of skilled manpower will help to reduce public/private wage differentials through normal labour market mechanisms. In addition, the rate of resignations from key development ministries has begun to decline.

RESIGNATIONS FROM SELECTED GOVERNMENT MINISTRIES 24/

	<u>1983</u>	<u>1984</u>
Ministry of Finance, Economic Planning and Development	171	87
Ministry of Labour, Manpower Planning and Social Welfare	98	50
Ministry of Agriculture	96	63
Comptroller and Auditor General	23	7

High levels of public sector retirement and resignations also provide opportunities consistent with the government's policy of increasing African representation in the civil service. In 1981, over half the professional officers in the civil service were European. By 1984 this proportion had decreased to 28 percent. The proportion of European technical officers had dropped from 41 to 13 percent over the same period. 25/

A formative evaluation of ZIMMAN I was carried out in May 1984. Preceding the evaluation, there was a workshop of all degree students in the USA. The workshop was designed to obtain feedback on three aspects of the project - orientation, placement, and participant support while in training. The 1984 evaluation led to several changes in the implementation of the project. First, while acknowledging that the program to train fresh graduates had met an important immediate post-independence need, it was agreed that the project would focus on institutional development and skills upgrading in key government ministries. Second, the project would be expanded to include the private sector. Third, in technical and professional areas an effort would be made to include practical work experience as an integral part of the student's training program. Fourth, pre-training orientation would take place in Zimbabwe and be divided into four main elements. The first would be preparation for the GRE and SAT. The second would be

MANPOWER NEEDS ANALYSIS

A. Background

At Independence in 1980, Zimbabwe faced a critical shortage of professional, technical, and managerial manpower and the institutional capacity to address it. Although the economy of Zimbabwe increased in sophistication during the nearly two decades of sanctions, its requirements for skilled and trained manpower were largely met through reliance on training provided by post-secondary institutions in South Africa or Europe and on white immigration. The decade of the 1970's, for example, was a time of virtually no expansion in enrollments at public institutions such as the University of Zimbabwe and the two technical colleges. There was, however, during this period a rapid expansion in private sector education and training which catered largely to the black population. These institutions, which offered education and training through correspondence courses and limited on site instruction, varied tremendously in quality. Some were nothing more than shop windows while others run by non-governmental organizations struggled with poorly trained staff and limited instructional equipment and supplies. Thus, the demand for skilled labor expanded while the quantitative and qualitative capacity to supply it from within the country did not.

Since 1980 the Government of Zimbabwe has put high priority on manpower development. This priority is reflected in the documents prepared for the Zimbabwe Conference on Reconstruction and Development (ZIMCORD) in 1982 and the Three Year Transitional Plan in 1983 which gave considerable attention to education and training. Also, significant budgetary resources have been allocated to primary, secondary, and tertiary education, non-formal education and skills training. Despite this massive increase in the public provision of education at all levels, the demand for education has continued to grow. Between 1983 and 1984, for example, the number of private colleges in Zimbabwe increased by 80 percent with enrollments increasing by over 55 percent.

The ZIMMAN I project focuses on establishing a stronger and expanded institutional capacity to train professional, technical, and managerial manpower in the sectors of agriculture, engineering, technology, health, administration, management, and education. In the first two years of the project and during a time when GOZ efforts to increase enrollments in professional and technical fields at the

University and other institutions were handicapped by severe staff shortages, the ZIMMAN I project offered training opportunities to young graduates in the agriculture, engineering, and health sectors in the USA to augment local training capacity.

Since early 1984, degree and non-degree training under ZIMMAN I has concentrated on middle level professional, technical, and managerial manpower within government ministries and critical parastatal bodies in agriculture, industry, and transportation. The primary objective has been to improve the efficiency of those organizations which have a major role to play in increasing agricultural productivity, maintaining important economic functions and infrastructure as well as services such as transportation and health.

Since the University of Zimbabwe is the primary source for the training of professional, technical and managerial manpower in Zimbabwe, it has received major financial support under the ZIMMAN I project. The project has provided US\$2.65 million or 20 percent of its resources for the University Staff Development Program. These funds are being directed mainly at the faculties of agriculture, business studies, education, medicine, and science.

#### B. ANALYSIS OF DATA

During July 1981, the Government of Zimbabwe conducted its first post-independence comprehensive manpower survey. The survey consisted of 32,141 employers and educational institutions, 195,206 employees, and 1,438 persons working or studying overseas. 1/

The survey indicated that 20 percent of the workforce or 172,571 individuals were employed in skilled, professional, managerial, or technical jobs. The remainder of the formal sector workforce or 689,443 individuals were employed in semi-skilled or non-skilled occupations. 2/

At the time of the survey, the skilled workforce was undergoing considerable change. Occupational groups such as scientists and technicians in agriculture, transportation, water, electricity, and construction; engineers in virtually all sectors; health professionals; and middle and senior managers had the highest vacancy rates as measured by the ratio of employed persons to the number of available positions. Also, these same occupational groups had the largest proportions of non-Zimbabweans. The instability of labor supply within these occupations has been a serious problem which impacts on all

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sectors of the economy. Although the relatively better working conditions and salary structure in the private sector have caused it to be less affected than the public sector, it has still suffered critical shortages of skilled and experienced technical and managerial manpower, particularly at the mid-levels.

Since the 1981 survey, the Ministry of Labour, Manpower Planning and Social Welfare, Division of Research and Planning, has prepared two Annual Reviews of Manpower, for 1983 and 1984. 3/ Updated employment and vacancy data were collected primarily through the Annual Occupational Survey of Employees questionnaire, which is administered jointly by the Central Statistics Office (CSO) and the Division of Research and Planning, Ministry of Labour, Manpower Planning and Social Welfare. Data on 1984 employment were collected in January and February of 1984. All non-governmental establishments employing ten or more workers and a 30 percent sample of smaller establishments were surveyed. In all, 12,404 questionnaires were mailed; 70 percent of these were returned representing the employment experience of 63 percent of workers in the formal sector.

In general, employment and skill patterns in 1984 were quite similar to those identified in the 1981 survey.

It has been apparent from the above survey findings that the major shortage areas of the economy experienced in 1981 (as at NMS findings) were basically the same major areas in 1984. 4/

The distribution of employee skill levels reported in 1984 was as follows: professional 6%, skilled 12%, semi-skilled 27%, unskilled 53%, in-training 2%. 5/

Vacancy rates were also reported to be high in critical skill areas. For example: Aircraft and ships officers 9%; Life scientists and related technical 19%; Economists 26%, Teachers 12%, and Government executive officials 18%. 6/

The three consecutive years of drought (1981-84) combined with the world economic downturn and weak domestic policy to produce a sharp decline in Zimbabwe's Gross Domestic Product from 1981 to 1984. During this period, employment in the formal sector of the economy dropped from its post-independence peak of 1,045,900 in 1982 to 1,034,000 in mid-1984. The drought severely retarded economic growth in several ways. Domestic food production declined substantially. For example, maize production in 1983 was less than one-third of that in 1981. 7/

Expenditure on imported food products increased by almost 450 percent between 1981 and 1985. 8/ Almost 50 million dollars was allocated to emergency drought relief programs during the two year period 1982/83 -83/84. 9/ Manufacturing was adversely affected both because agricultural products are a prime source of raw materials in many processes and because of limitations on the availability of foreign exchange. Imports of machinery and transportation equipment decreased by 17 percent between 1982 and 1983. 10/

Although total employment declined in the formal sector, most of the decline in employment was in industries employing the largest share of the unskilled workforce. Employment tended to increase in high skill industries. 11/ See Table I.

Table I: Employment and Skills Levels by Economic Sector  
Percent of Employers

Industry	(000) <u>1980 employ</u>	1980-83 <u>% Change</u>	<u>Percent of Employers</u>	
			<u>Prof or Skill</u>	<u>Semi or On-Skill</u>
Agriculture	327	-19.4%	6	94
Mining/Quarrying	66.2	- 8.9%	8	92
Transport/Commun	45.6	+ 8.8%	21	79
Fin/Ins/Real E.	12.5	+26.4%	33	67

While figures are not available on trends by sector and occupational groups, the overall sector aggregates and the distribution of skilled and unskilled workers in the National Manpower Survey indicate that this decline in employment occurred mainly among unskilled or semi-skilled workers. Therefore, the demand for skilled labor increased despite the effects of recession and drought. With the worldwide economic recovery and the end of drought in Zimbabwe, substantial growth in the demand for skilled labor can be anticipated over the next decade.

The supply of skilled labor, on the other hand, has failed to keep pace. Two main factors influence labor supply: migration and training. Turning first to migration, Zimbabwe has continued to lose skilled and experienced workers through emigration (See Table 2).

**Table 2: Occupation of Economically Active Immigrants and emigrants 1982 - 1985**

OCCUPATION	1982			1983			1984			1985 (Jan-Sep)			1985 (projected)			Cumm change 82 - 84
	Immig	Emmig	Diff	Immig	Emmig	Diff	Immig	Emmig	Diff	Immig	Emmig	Diff	Immig	Emmig	Diff	
<u>Prof, Tech and Related</u>																
<u>Physical scientists &amp; related</u>																
tech (RT)	27	35	-8	31	34	-3	16	32	16	11	15	4	15	20	-5	-27
Architects, engineers & RT	0	0	0	436	509	-73	468	512	-44	339	221	118	452	295	157	117
Life scientists & RT	0	0	0	13	48	-35	24	27	-3	16	17	1	21	23	-2	-38
Medical, dental, vets & RT	0	0	0	201	393	-192	190	360	-170	210	151	59	280	201	79	362
Accountants	79	142	-63	68	182	-114	45	185	-140	20	70	-50	27	93	-66	-317
Teachers	540	295	245	523	425	98	420	429	-9	364	263	101	485	351	134	334
Other Prof, tech & RT	0	0	0	250	350	-100	310	391	-81	189	183	6	252	244	8	-181
Sub total:	1562	1709	147	1522	1941	-419	1473	1936	-463	1149	920	229	1532	1227	305	-1029
<u>Admin, Clerical, Sales, Service and Agricultural</u>																
<u>Administrative &amp; related</u>																
worker (RW)	186	566	-380	180	509	329	143	476	-333	115	187	-72	153	249	-96	-1042
Clerical and RW	320	1461	-1141	250	1238	-988	158	1056	-898	121	380	-259	161	507	-346	-3027
Sales workers	54	273	-219	55	224	-169	37	217	-180	39	63	-24	52	84	-32	-568
Service Workers	52	306	-254	46	251	-205	44	207	-163	29	212	-183	39	283	-244	-622
Agricultural & RW	75	195	-120	69	326	-257	37	283	-246	50	104	-54	67	139	-72	-623
Sub Total:	687	2801	-2114	600	2548	-1948	4192	239	-1820	354	946	-592	472	1262	-790	5882
<u>Production and Related workers</u>	584	1883	-1299	505	2000	-1495	4061	807	-1401	375	615	-240	500	820	-320	-4195
<u>Armed Forces, not stated or Inadequately described</u>	173	447	-274	148	422	-274	47	450	-403	52	174	-122	69	232	-163	-951
GRAND TOTAL:	<u>3006</u>	<u>6840</u>	<u>-3834</u>	<u>2775</u>	<u>6911</u>	<u>-4136</u>	<u>2345</u>	<u>6432</u>	<u>-4087</u>	<u>1930</u>	<u>2655</u>	<u>-725</u>	<u>2573</u>	<u>3540</u>	<u>-968</u>	<u>-12059</u>

**SOURCE/NOTES:**

Source: Central Statistics Office, Monthly Migration and Tourist Statistics. Harare - Government of Zimbabwe, July 1983, May 1984 and September 1985

Notes: The figures in the bodies of the Tables for 1982 Professional and Technical Immigrants and Emigrants sum to 646 and 1,472 respectively for the seven categories reported.

Projections for October through December 1985 are based on the assumption that Immigration and Emigration for the first nine months of the year represented 75 percent of total migration. This assumption is consistent with observed patterns in the previous year where 74.6 percent and 77.6 percent of all immigration and emigration had occurred.

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From 1981 through 1985, official government migration statistics indicate that there has been a net loss of over 13,000 economically active migrants, many employed in critical skills areas. The greatest net losses occurred among production, sales and clerical workers. Although numerically smaller, there have been significant declines in the numbers of administrators, managers, supervisors, medical and dental professionals, scientists, engineers and accountants. For example, in 1984, there was a net loss of 170 medical and dental professionals, 140 accountants, and 329 administrators. Since the migration statistics do not differentiate between returning residents and expatriate contract personnel, and given the significant increase in contract personnel since 1981, the actual losses among these occupational groups are probably substantially underestimated.

The education sector is a particular case in point. With the major expansion of educational provision since Independence, Zimbabwe has actively recruited large numbers of expatriate secondary and tertiary teachers with the clear understanding that this is an interim measure intended to fill a short-term need. These short-term direct hires and international volunteers are counted in the immigration statistics although, clearly, virtually all are in Zimbabwe on a temporary basis. In 1984, over 1300 expatriates were employed as secondary school teachers. In fact, over 40 percent of graduate-trained secondary teachers were non-Zimbabweans. 12/

Moreover, reported emigration statistics probably substantially underestimate the annual net loss of high skill manpower. The new Statistical Year Book 1985 observes that "reliable migration statistics do not exist" (p.16).

The Central Statistical Office observes that "it should be noted that from other sources, there is evidence that a significant number of emigrants leaving through the official ports are omitted from these figures, in the main these are residents who, on departure, declare they are leaving for less than twelve months, but who do not return within a year." 13/

While emigration data are not reported by race, it is apparent that the majority of individuals emigrating are European. Over the past three national census, the proportion of the Zimbabwean population composed of Whites has declined. In the 1962 census 5.36 percent of the population were European. In the 1969 censuses the proportion had dropped to 2.53 percent. In the census of 1982, less than 2 percent of the population was composed of Europeans. The Annual Review of Manpower 1983

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notes that "although the emigration figures are not broken down by race it is reasonable to assume that most of the emigrants were Europeans". <sup>14/</sup> Moreover, many whites remaining in Zimbabwe are substantially less likely to hold Zimbabwean citizenship and therefore may be more likely to emigrate at a future date. In 1982, 27.8 percent of the white population in the country were non-citizens compared to 7.2 percent of the African population. It must be emphasized however, that almost three-quarters of the white residents in Zimbabwe today are citizens. These citizens are strongly committed to the country and expected to remain.

The high level of expatriate representation in critical skills areas creates an undesirable situation of dependency. For example, in 1983, 108 of the 447 electrical engineers in service in Zimbabwe were expatriates. <sup>15/</sup> For purposes of long-term manpower planning, it is reasonable to assume that Zimbabweans will have to be trained to replace many expatriates in critical skills areas. Data on expatriate personnel in these areas are available annually from Temporary Employment Permit (TEP) applications which are submitted to the MLMP&SW. Private and public sector institutions seeking to offer positions to foreigners must demonstrate that qualified Zimbabweans are not available and that the positions do constitute critical skills areas. Applications are closely reviewed by a TEP committee in the Ministry and approximately 25 percent are rejected each year. The list of approved positions (Table 3) provides an index of occupations in which critical skills shortages exist.

TABLE 3: Approved Expatriate Personnel by Major Occupation Groups, 1982 - 1984

<u>OCCUPATION GROUPS</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>
<u>Professional, technical and related workers</u>			
Civil Engineers	27	28	26
Electrical and Electronic Engineers	3	15	7
Mechanical Engineers	7	11	13
Mining engineers	2	2	10
Other engineers	53	99	130
Chemists, pharmacists, biologists & other life scientists	10	10	10
Other physical scientists	2	2	5
Geologists/surveyors	25	13	19
Draughtsman/architects	28	8	0
Electrical and electronic technicians	52	74	76
Other technicians	39	108	124

Aircraft officers	8	5	10
Medical doctors	78	67	88
Dental surgeons	2	8	7
Professional nurses	25	23	37
Medical technicians	14	13	25
Veterinarians	10	-	2
Accountants, financial controllers etc.	38	53	27
University lecturers	17	37	33
Secondary school teachers	396	447	248
Technical instructors	15	52	32
Other professional, technical and related	64	150	203
<b>Total professional, technical and related</b>	<b>916</b>	<b>1 226</b>	<b>1 132</b>
<u>Administrative and managerial</u>			
General Managers/directors	74	36	22
Production managers	10	8	18
Other managers	45	44	65
<b>Total Administrative and managerial</b>	<b>129</b>	<b>88</b>	<b>105</b>
Total Clerical and related	36	45	16
Total sale workers	3	13	7
Total service workers	52	32	31
Total agricultural and animal husbandry etc.	22	22	30
<u>Production and related workers</u>			
Production supervisors and general foremen	34	5	18
Blacksmith, toolmakers, machine assembler	12	16	4
Electrical fitters	12	1	6
Diesel fitter/mechanic	24	69	12
Other fitter and turner	49	113	43
Printers and related workers	14	5	1
Machinery fitter/assembler	58	17	20
Computer programmer/systems analysis	17	14	14
Other production workers	118	155	61
<b>Total production and related workers</b>	<b>338</b>	<b>395</b>	<b>179</b>
<b>GRAND TOTAL</b>	<b>1 496</b>	<b>1 820</b>	<b>1 500</b>

While some applicants for TEPs do apply for Zimbabwean citizenship after five years of residence and remain in the country, most do not. Although occupation groups reported for TEPs do not correspond exactly to those used for collecting migration data, they can be approximately matched to adjust estimates of net skills losses shown in Table 2.

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CATEGORY IN TABLE 2

Physical Sci & RT  
Architects, Engineers & RT

Life Scientists & RT  
Med, Dent, Vet and RT

Accountants  
Teachers

Other Professionals  
Admin & related  
Clerical and related  
Sales  
Service  
Agriculture and related  
Production and related

CATEGORY IN TABLE 3

Other physical Sci, geologists.  
Civil; Elect; Mech; Mining;  
other Eng; Drf/Arch; Elect Tech  
Quantity Technicians.  
Chem; Phar; Bio; and other life  
Med Dr.; Dent; Prof nutrit; Med  
tech; vets  
Accounts  
Univ. lect; Sec teach; Tech  
instructors  
Aircraft; Other Prof/Technicians  
Gen; Prod; Other managers  
Clerical  
Sales  
Service  
Agriculture  
Production

**TABLE 4: Adjusted Estimates of Critical Skills Requirements Due to Net Migration (1982-1984)**

<u>Occupation</u>	<u>1982</u>			<u>1983</u>				<u>1984</u>				<u>82-84</u>
	<u>Net</u>	<u>Adj</u>	<u>Adj Net</u>	<u>Net</u>	<u>Adj</u>	<u>Adj</u>	<u>Net</u>	<u>Net</u>	<u>Adj</u>	<u>Adj</u>	<u>Net</u>	<u>Avg</u>
<u>Prof. Tech and Related</u>												
Physical scientists & related technical (RT)	- 8	- 27	- 35	- 3	- 16	- 19	- 16	- 24	- 40			- 31
Architects, engineers and RT	0	- 212	- 212	- 73	- 345	- 418	- 44	- 386	- 430			- 353
Life scientists and RT	0	- 10	- 10	- 35	- 10	- 45	- 3	- 10	- 7			- 21
Medical, dental, veterinary and RT	0	- 129	- 129	- 192	- 111	- 303	- 170	- 159	- 329			- 254
Accountants	- 63	- 38	- 101	- 114	- 53	- 167	- 140	- 27	- 167			- 145
Teachers	245	- 428	- 183	98	- 536	- 634	- 9	- 313	- 322			- 380
Other Prof, tech and RT	0	- 72	- 72	- 100	- 155	- 255	- 81	- 213	- 294			- 207
Sub Total	- 147	- 916	-1063	- 419	-1226	-1841	- 463	-1132	-1589			-1391
<u>Admin/Clerical</u>												
<u>Administrative &amp; related workers (RW)</u>	- 380	- 129	- 509	- 329	- 88	- 417	- 333	- 105	- 438			- 455
Clerical and RW	-1141	- 36	-1177	- 988	- 45	-1033	- 898	- 16	- 914			-1041
Sales workers	- 219	- 3	- 222	- 169	- 13	- 182	- 180	- 7	- 187			- 197
Service workers	- 254	- 52	- 306	- 205	- 32	- 237	- 163	- 31	- 194			- 246
Agriculture and RW	- 120	- 22	- 142	- 257	- 21	- 278	- 246	- 30	- 276			- 232
Sub Total	-2114	- 242	-2356	-1948	- 199	-2147	-1820	- 189	-2009			-2171
<u>Production and Related Workers</u>	-1299	- 338	-1637	-1495	- 395	-1890	-1401	- 179	-1580			-1702
<u>Armed Forces, Not Stated or Inadequately Described</u>	- 274	0	- 274	- 274	0	-244	- 403	0	- 403			- 317
<b>GRAND TOTAL:</b>	<b>-3834</b>	<b>-1496</b>	<b>-5330</b>	<b>-4136</b>	<b>-1820</b>	<b>-6152</b>	<b>-4087</b>	<b>-1500</b>	<b>-5581</b>			<b>-5581</b>

Table 4 provides estimates of the need for trained manpower by occupation, based on the assumption that all approved expatriate personnel TEPs will have to be replaced. To the extent that some of these workers remain in Zimbabwe the estimate is biased upward. This upward bias is offset, however, by the downward bias related to under-reporting of emigrants mentioned above. On the basis of emigration and replacement of expatriate workers, approximately 353 architects and engineers, 254 medical personnel, 145 accountants and 455 administrators and managers needed to be trained annually, on average, between 1982 and 1984.

These estimates do not include manpower losses due to mortality or retirement. Estimates of future need must also include adjustments for growth of the economy.

Turning next to training activities within Zimbabwe, major expansions have occurred in post-secondary education since independence. Between 1979 and 1985, the University of Zimbabwe expanded its enrollment from 1,941 to 4,742 students. The technical colleges grew from 3,663 in 1979 to 10,373 students in 1985. However, most of the increase at the technical colleges has been in non-technical fields. Severe staff shortages have kept the enrollments in electrical, mechanical, civil, metal, wood, and mining engineering more or less at the 1979 levels. Similarly, the University of Zimbabwe has experienced a slower rate of expansion in its engineering and medical faculties due to staff constraints. The main exception to this is the Faculty of Agriculture which has more than doubled its enrollment since independence, largely through support from the AID financed Zimbabwe Agricultural Sector Assistance Program (ZASA) and ZIMMAN I.

Expansions in enrollment do not translate immediately into expansion of the manpower pool. Some areas of study, such as medicine, take many years. In addition, not all entering students complete their programs. Clearly, student retention, rate of progress and quality of training are affected by institutional staffing.

The ZIMMAN I project is the single largest source of external financing for the University of Zimbabwe Staff Development Program. The project is currently supporting 21 Staff Development Fellows in Masters and Ph. D. degree programs in the USA. The numbers of Staff Development Fellows by faculty are:

Agriculture (8),  
Commerce and Law (3),  
Education (4),  
Engineering (1),  
Medicine (2),  
Social Studies (3), and  
Science (4).

In addition, the project is assisting in the upgrading of existing faculty and staff through intensive short-term non-degree training programs. This component of the program includes one faculty person from agriculture, one from education, four from medicine, two from science, and one from veterinary science. Some of the long-term Staff Development Fellows will begin returning to Zimbabwe in late 1985, permitting the University to expand several important programs in 1986 and lessening the demand for expatriate staff.

The University of Zimbabwe is the primary source of high level manpower in most critical shortage areas in the economy. As of October 1, 1985, the University was substantially below faculty levels established by the government. Many faculty positions are currently filled by temporary or expatriate personnel. 24/

TABLE 5:

UNIVERSITY OF ZIMBABWE ACADEMIC STAFF - 1 October 1985

	<u>Allocated</u> <u>Positions</u>	<u>%</u> <u>filled</u>	<u>% filled</u> <u>filled by</u> <u>perm. Zimbabweans</u>
Faculty of Agric.	33	79%	52%
Arts	77	97%	57%
Commerce & Law	38	74%	32%
Education	53	66%	49%
Engineering	43	53%	17%
Medicine	130	60%	39%
Science	96	78%	52%
Social Studies	41	98%	80%
Veterinary Science	<u>24</u>	<u>83%</u>	<u>17%</u>
Total:	535	75%	46%

Six of the nine faculties have an academic vacancy rate in excess of 20 percent. Only four of the nine faculties have half of their established academic positions filled with permanent Zimbabwean nationals. In some departments within faculties, the situation is critical. For example, in the

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Faculty of Engineering, all five positions in Metallurgy are vacant. The same is true of Mining Engineering. Six of 11 Mechanical Engineering posts are vacant; none of the five incumbents is permanent or Zimbabwean.

In the country's seven vocational technical colleges, the staffing situation is even more critical. The system relies very heavily on expatriate personnel. Although data on expatriate staffing by field are not available, data on overall staff vacancy rates indicate a critical shortage of instructional staff.

TABLE 6:

VOCATIONAL TECHNICAL COLLEGE STAFFING AS OF OCTOBER 1985  
(Including Expatriate Faculty)

<u>Area</u>	<u>Authorised Positions</u>	<u>Filled Positions</u>	<u>Percent Filled</u>
Snr. Admin	10	5	50%
Mechanical	33	17	52%
Electrical	107	49	46%
Automotive	63	42	67%
Civil/Mining/Build	93	44	47%
Business/Commerce	383	60	16%
Mass Communication	9	3	33%
Arts & Science	29	8	28%
Computing	4	0	0
Printing/Graphics	24	6	25%
Science/Technical	26	13	50%
Education	3	3	100%
Wood Technical	4	2	50%
Total:	788	252	32%

Even including temporary and expatriate personnel, fewer than one in three institutional positions are filled. In some areas, such as computing and business and commerce, the staff situation is critical. Annual instructional staff turnover within the vocational technical colleges is also alarmingly high. For example, in 1985 27% of the instruction staff in Bulawayo Polytechnic and 22% in Harare Polytechnic resigned.

Table 7 shows graduates from the University of Zimbabwe, by field of study, over the period 1982 - 84. Comparable figures for the Vocational/Technical colleges are not currently available. (The MLMP&SW is in the process of assembling these data).

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TABLE 7:

GRADUATES OF THE UNIVERSITY OF ZIMBABWE BY FIELD - 1982-1984

	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>Avg 82-84</u>
<u>Faculty of Agriculture</u>				
Bachelor	15	31	36	27.3
Master	1	1	4	2
Doctorate	-	-	1	0.3
<u>Faculty of Arts</u>				
Certificate/Diploma	-	4	4	2.7
Bachelor	61	106	158	108.3
Master	1	2	2	1.7
Doctorate	-	3	-	1
<u>Faculty of Commerce</u>				
Diploma	-	18	17	11.7
Bachelor	73	175	245	164.3
Masters	0	0	0	0
Doctorate	0	0	0	0
<u>Faculty of Education</u>				
Cert/Diploma/Grad C.E.	699	875	1 517	1 030.3
Bachelor	6	-	68	24.7
Masters	12	14	18	14.7
Doctorate	1	1	1	1
<u>Faculty of Engineering</u>				
Bachelor	17	9	29	18.3
Masters	-	-	1	0.3
Doctorate	1	-	-	0.3
<u>Faculty of Medicine</u>				
Bach. (Med/Pharm & Physio)	49	62	?	37
Masters	1	-	-	0.3
Doctorate	-	2	-	0.7
<u>Faculty of Science</u>				
Bachelor	26	42	58	42
Masters	6	11	-	5.7
Doctorate	3	1	1	1.7
<u>Faculty of Social Science</u>				
Diploma	16	12	32	20
Bachelor	92	109	171	124
Masters	4	1	8	4.3
Doctorate	0	1	2	1

By comparing net losses due to migration (Table 4) with the production of the trained manpower in the University (Table 6) it is clear that the economy has faced a severe net loss of manpower over the past several years. For example, over the period 1982 - 1984, there was an average annual loss of 353 architects, engineers and related workers; the University graduated only 19 engineers annually, on average, over the same period. In response to an average annual loss of 455 administrators, only 175 students graduated from the Faculty of Commerce, on average.

In certain sectors, such as health care, there has been a pronounced imbalance between manpower requirements and the output of the higher education system. For example, in 1983 there were only 57 graduating doctors to fill an estimated need of 245. The requirement for pharmacists exceeded new graduates by more than three-to-one. 16/ Moreover, the shortfall, as measured in absolute numbers, understates the need for health care personnel in rural areas. In 1984, while over three-quarters of the total population lived in rural areas, two-thirds of all health care personnel and over 80 percent of all doctors worked in urban areas 17/.

In 1980, the government instituted a policy of providing free health care to all Zimbabweans earning less than \$150 per month. Between 1979/80 and 1984/85, expenditure on medical care and preventive services increased by 131 percent and 343 percent respectively. 18/ The production of skilled medical service personnel has not kept pace with this expansion. A similar, although less dramatic comparison, could be made for engineering and managerial occupations. Thus, the output of professional, technical, and managerial/administrative manpower from post-secondary training institutions in Zimbabwe failed to make up the net losses through emigration. These losses are understated by simple quantitative comparisons, since those leaving Zimbabwe embody considerable on-the-job experience and knowledge which cannot be replaced by the hiring of fresh graduates.

ZIMMAN I has played a critical role in redressing the imbalance between manpower losses due to emigration and the limited capacity of Zimbabwean institutions to provide training in critical skills areas. As of October 18, 1985, ZIMMAN I had financed 4,677 person months of degree and non-degree training. The breakdown by sector was 343 person months of training in administration/management, 1,029 in agriculture, 1,493 in engineering and technical fields, 93 in transportation, 338 in education, and 294 in a variety of other sectors.

Approximately half, or 2,167 person months, went toward the support of degree programs for young Zimbabweans who could not gain admission to the University of Zimbabwe. Most of these students are pursuing bachelors and masters degrees in agriculture, health, and engineering. This component of the project met a critical need for a rapid expansion of the intake of students in these fields which could not be accommodated by local institutions in the immediate post-independence period. The first of these students began returning to Zimbabwe in June 1985. Follow-up interviews with them indicate that most have been absorbed into technical jobs in the private sector.

The remaining 2,510 person months of training has gone for public sector training, the University of Zimbabwe Staff Development Program, and the pilot private sector training activity. The public sector program has focused on upgrading the skills of middle level professional and technical employees in the civil service. The following is a list of ministries and local government entities which are receiving support under the project:

- City of Harare (29 person months);
- Ministry of Agriculture (386 person months);
- Ministry of Education (192 person months);
- Ministry of Energy and Water Resources Development (81 person months);
- Ministry of Finance, Economic Planning and Development (162 person months);
- Ministry of Health (253 person months);
- Ministry of Home Affairs (24 person months);
- Ministry of Industry and Technology (68 person months);
- Ministry of Information, Posts and Telecommunications (24 person months);
- Ministry of Justice, Legal and Parliamentary Affairs (85 person months);
- Ministry of Labour, Manpower Planning and Social Welfare (157 person months);
- Ministry of Mines (5 person months);
- Ministry of Natural Resources and Tourism (4 person months);
- Ministry of Public Service (28 person months);
- Ministry of Transport (93 person months); and
- Office of the Prime Minister (2 person months).

The ZIMMAN I project has become the major source of training for the civil service in Zimbabwe. In certain areas such as the training of technical staff for the Department of Civil Aviation in the Ministry of Transport it is playing a very critical role at a time of severe manpower shortages.

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In the period since Independence, turnover in the public sector has been high. Several factors contribute to this phenomenon. First, the Lancaster House Agreement provided an incentive scheme allowing retirement with full benefits prior to retirement age. An analysis conducted by the MLMP&SW indicated that 88 percent of Public Service retirements occurred under this incentive scheme. 19/

In addition to manpower losses due to retirement, resignation levels have also been high. In 1983 there were 1,788 resignations from government agencies (45 percent government officers) and 2,332 resigned from parastatals. (18 percent professional, technical, administrative or managerial.) 20/

An analysis of data on 1,268 individual resignations from positions in parastatals in 1983 indicated that 43 percent of those reporting a reason cited more lucrative alternatives as the principal motivation. 21/

Between 1980 and 1983, average wages increased by 150 percent in agriculture, 80 percent in mining, 65 percent in construction, 60 percent in manufacturing and 97 percent in domestic service. During the same period, the comparable increase in public administration was only 18 percent and 11 percent in education. 22/

Clearly, public/private wage differentials are one of the factors affecting resignation rates in the public sector. However, mobility between the two sectors does not, necessarily, hinder national development. (See economic analysis section of this Project Paper). In effect, training of public sector employees through ZIMMAN II may provide an indirect private sector training component that operates through migration between the two sectors. Nor is such migration inconsistent with national manpower objectives:

Given the situation in Zimbabwe, it would appear that the private sector will always poach experienced personnel from the public sector. Raising salaries in the public service without serious consideration of all the other causes of the drift may not solve the problem. In fact it may create an undesirable spiral of wage inflation in the country. What is needed is a plan for long-term manpower development to saturate the market with skills. Unless the pool of such manpower is increased both sectors will be engaged in a perpetual scramble which may prove detrimental to progress in the long run, even though cross-sector mobility of personnel does not result in a net loss to the economy. 23/

a six month course in typing. The third would be a week of intensive instruction in using computers. The fourth would be a two day workshop on American higher education and life in the USA.

Starting in early 1986, the USAID Mission will begin a comprehensive quantitative and qualitative evaluation of ZIMMAN I. This evaluation will include mailed questionnaires to all students currently in training and those who have completed training. Sub-samples from each will be interviewed. The focus of this formative evaluation will be on assessing the impacts of training on job performance, career advancement and overcoming staffing shortages in the private and public sectors.

A preliminary analysis of existing data on returned ZIMMAN 1 participants and telephone interviews with a sample of 12 long-term and 10 short-term trainees indicates that the project has been extremely effective.

The results of this evaluation which will be completed in July 1986 will be instrumental in the implementation of training plans for ZIMMAN II. Already returned participants, particularly short-term ones, are playing an important role in defining and shaping training priorities in the public and private sector training components of the project.

The success of the project is not only reflected in qualitative and quantitative improvements in Zimbabwe's human resources and its training capacity, but also in the role that USAID plays in coordination of donor manpower programs. In January 1985, USAID was instrumental in the establishment of a donor coordination group which is chaired by the Ministry of Labour, Manpower Planning and Social Welfare. This group was formed to work with the Ministry on improving its administration and implementation of nearly 40 different donor sponsored training programs. The Ministry has used the ZIMMAN project as an example of an efficient and effective project which it hoped other donors would attempt to use as a model for their own manpower projects.

The committee agreed recently to permit AID, through the ZIMMAN I project, to develop an automated scholarship tracking system and comprehensive inservice training program for the Scholarship and Training Division of the Ministry. A feasibility study with technical assistance from the Academy for Educational Development is currently underway. The Ministry and USAID have set aside US\$300,000 under ZIMMAN I for the establishment of this system between now and mid-1986. This system will expedite the processing of applicants, assist

the Ministry in identifying the most appropriate trainees for the various donor programs, and provide information to policy makers and planners on the effectiveness of the various donor sponsored training programs.

Even though ZIMMAN I will continue until June 30, 1988, most of the funds available for training will be committed by December 1985. As of October 18, 1985, US\$11.742 million of the US\$13.139 million in the project (89.4 percent) had been allocated through PIO/P's and T's to specific training activities (See Table 4). Two implementation letters are being prepared which will commit a further US\$933,437 leaving an uncommitted balance of US\$463,339 in ZIMMAN I. These additional allocations will increase the proportion of allocated funds to 96.5 percent.

Without the initiation of Phase II in early 1986, USAID would have to begin a major reduction in its participant training program. As a primary source of funding for institutional and manpower development in Zimbabwe, the loss of these funds would have a major impact on Zimbabwe's efforts to strengthen key institutions, particularly the University of Zimbabwe. It would also adversely affect the implementation of other mission programs such as ZASA and BEST since complementary training resources would not be available. Furthermore, it would seriously erode our role in donor coordination and our efforts to bring about a closer working relationship between the private and public sectors.

FOOTNOTES:

1. Ministry of Manpower Planning and Development, National Manpower Survey 1981, Volume I, p.45
2. Op.cit., Table 2.2., p.48
3. Ministry of Labour, Manpower Planning and Social Welfare, Annual Review of Manpower 1983 Volume I and Annual Review of Manpower 1984 Volume II. Volume II is scheduled for public release in January or February 1986. Statistics cited in this project paper are based on a pre-publication draft and should be considered preliminary.
4. Ministry of Labour, Manpower Planning and Social Welfare, Annual Review of Manpower 1984, Volume II, preliminary draft, p. 3-20.
5. Ibid. Table 3.2
6. Ibid. Table 3.6
7. Central Statistics Office, Statistical Yearbook 1985, Table 10.5, p.140. Orebro, Sweden, 1985
8. Ibid. Table 11.4, p.167
9. Ibid. Table 3.15, p.39

10. Ibid. Table 11.4, p.168
11. Ministry of Labour, Manpower Planning and Social Welfare, Annual Review of Manpower Volume II, preliminary draft. Data on employment, Table 1.2.2; data on skills composition by industry, Table 3.2
12. Ibid, Table 4.4
13. Central Statistics Office. Monthly Migration and Tourist Statistics for July, 1983, p.2.
14. Central Statistics Office, Statistical Yearbook, 1985, Table 2.1, p.17.
15. Op.cit. Table 5.4(a), p.57
16. Annual Review of Manpower Vol I, tables 2.14 and 2.16.
17. Statistical Yearbook 1985, table 3.5, p.30
18. Ibid. Table 3.1, p. 26
19. Annual Review of Manpower, Vol I, p.37
20. Annual Review of Manpower Vol II, p. 29 and 38
21. Ibid table 3.9, p.39
22. Statistical Yearbook 1985, p. 45
23. Op cit p. 39
24. Annual Review of Manpower Vol II pp 3.24 - 3.25
25. Ibid p. 3.22
26. University of Zimbabwe, Regis.

LONG-TERM SCHOLARSHIP FOR STUDY ABROAD ACCEPTED  
AND PROCESSED SINCE JANUARY 1985  
(LMPSW)

ANNEX F.3

COUNTRY	REF.	No. of Schol- arship	Level of Study	Field of Study	Date of Offer	Minimum Entry require- ment	Dates of advert- isment	Dead- line Applic- ation to Min	Date of Sub- mission of nom- inations	Date of Inter- views	Date of Confirm- ation of nominees	Date of Commence- ment of courses	Duration	Comments
Hungary	LMPSW 17/85	3	U'Grad	Open	Jun 85	A'Lev							07/15/85	
Algeria	LMPSW 18/85	2	U'Grad		Jun 85	O & A Lev	Not adv.							
Egypt	LMPSW 19/85	2	U'Grad	Open	Jun 85	O'Lev	Not adv.						07/31/85	
Hong Kong	LMPSW 20/85	3	P'Grad	Open	Jul 85								01/15/86	
New Zealand	LMPSW 21/85	3	U'Grad	Any Sciences										
Switzer- land	LMPSW 22/85	12	P'Grad	Health/Admin	Sep 85	Diploma/ Degree		10/21/85						
Cuba	LMPSW 23/85	200	Instruct	Civil Eng/Elec Auto/Mech Eng	Nov 85	2 A'lev/ Scie dea								
Pakistan	LMPSW 24/85	3												
India	LMPSW 1/85	6	U'Grad	Eng/Med/Pharm	Dec 84	A'Level	01/26/85	02/04/85		Apr 85		July 85	Submitted	
W. Germany	LMPSW 2/85	20	P'Grad	Prof/Voc Trg		A'Level	Not Adv						02/01/85	

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India	LMP SW 12/85	8	Any	Open	Apr 85	May 85
Japan	LMP SW	2	U'Grad	Open	May 85	submitted
Yugoslavia	LMP SW 14/85	10	U'Grad	Eng/Geol/Agric Technology		07/15/85
Poland	LMP SW 15/85	5	U'Grad	Open	May 85	Open submitted
Turkey	LMP SW	4	U'Grad		May 85	O'Level submitted

Germany DAAD	LMP SW 3/85		P'Grad	Open			Not adv.		02/01/85	
India	LMP SW 4/85	15	P'Grad	Open	Feb 85				02/15/85	
Bulgaria	LMP SW 5/85	12	U'Grad	Med/Eng/Ag/Art	Feb 85		04/12/85		07/30/85	
USSR	LMP SW 6/85	125	U'Grad	Open	Feb 85	A'Level	04/12/85		06/14/85	08/30/85
Spain	LMP SW 7/85	3	U'Grad	Agric/hotel management/ Spanish			Not adv.		submitted	
France	LMP SW 8/85	12	U'Grad	Agric/Mining	Mar 85	A'Level	04/12/85		submitted 04/30/85	
GDR	LMP SW 25/85	30	Technical				O'Level		submitted	
GDR	LMP SW 26/85	5					A'Level		submitted	
Greece	LMP SW 27/85	3	U'Grad				A'Level			
Trinidad & Tobago	LMP SW 28/85	1	P'Grad	Agriculture			Degree	12/11/85		
UK common- wealth	LMP SW 29/85	9	P'Grad	Open			Degree	12/11/85		
Czechoslo- vakia	LMP SW 9/85	5	U'Grad	Med/Tech/Scie	Mar 85	A'Level	04/12/85		04/30/85	
Bulgaria	LMP SW 10/85	2	U'Grad	Social Science Eng/Econ/Agric	Mar 85	A'Level	Not adv.		05/15/85	
USSR	LMP SW 11/85	2	U'Grad		Apr 85	A'Level	Zanu		08/85	

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ANALYSIS OF ZIMMAN RETURNEE EXPERIENCES

As of December 1985, 75 ZIMMAN I participants had completed training abroad (60 short-term and 15 long-term). This annex provides a brief overview of their experience since completing training. (Data collected on each participant as a part of this evaluation and interview protocol are on file at USAID/Harare).

Short-term Participants

Three sources of data are currently available on the experience of short-term returnees. USAID/Harare maintains a computerized list of returnees with information on training, travel date, current job and phone number. The Harare office of the Institute of International Education (IIE) maintains files on each participant. At the completion of training, participants are asked to complete an IIE Follow-up Questionnaire which includes a question on the projected usefulness of ZIMMAN training to future work activities. In addition, the IIE participant folders include copies of trip reports submitted to sponsoring agencies by participants.

According to the USAID data base, 60 short-term ZIMMAN participants had returned, as of December 1985. IIE folders were located for 54 of these individuals. Follow-up interviews were on file for 30 returnees (five of these 30 also had trip reports on file). In addition, there were trip reports for two returnees who had not completed the questionnaire.

Data on the projected usefulness of training were available for fewer than half the returnees. In all cases (29) where data were available, short-term training was reported to be extremely useful. In many instances, returnees identified specific improvements that they planned to implement based on their ZIMMAN experience. For example, a number of aircraft control officers in the Ministry of Transportation received training to allow implementation of a new civil aviation radar system. Trainees from the Prime Minister's office and Treasury Computer Division received specialized training in programming and computer applications that allowed implementation of new government activities. ZIMMAN training allowed computerized optical scan grading of 750,000 O'level exams for the first time in Zimbabwe. Private sector participants, particularly those receiving training in marketing, reported their intention to improve practices immediately. University lecturers reported plans for updating curriculum and teaching practices.

Based upon data available in existing files, it is clear that ZIMMAN I training had an immediate positive impact on efficiency and productivity.

A convenience sample of ten short-term returnees was also interviewed by phone to obtain more detailed information on training impacts. Six of these respondents were employed in government ministries, two in parastatals and two in the private sector.

On a four item likert? scale, all ten respondents indicated that their ZIMMAN training was very important in their current work (item 17). Nine of the ten projected that the training would be an important factor in promotion and career growth. The tenth had already received a promotion at the time of the interview (item 20).

Eight of the respondents reported that they engaged in training activities at work (item 21). All eight reported that their own training contributed to their effectiveness in training others (item 22). Seven of the eight gave this item the highest rating on the scale.

All ten rated the quality of their training as good or excellent (item 24) and indicated that they would encourage others to undertake such training in the future.

#### Long-Term Participants

Three sources of data are available on long-term ZIMMAN returnees. USAID maintains computerized data on returnees as described above. IIE files include an IIE Final Report which is filled out at the completion of training, prior to return to Zimbabwe. IIE has also implemented a procedure for conducting Follow-up Interviews upon return.

According to USAID records, 15 long-term trainees had completed training in December 1985. IIE files were located for 12 of these individuals as well as two others who were not on the computerized file, bringing the total to 17.

Final reports were available for only four returnees and Follow-up Interviews for 7. Attempts were made to reach all 17 long-term participants, and twelve interviews were conducted.

Three of the respondents had received promotions or increases in job responsibility subsequent to the completion of training (item 4). Three others anticipated such promotion. Given the short time that most participants have been back in Zimbabwe after an extended absence from their posts, training appears to be having a significant impact on career advancement.

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Nine of the 12 respondents were bonded as a condition of participation (item 12). Seven of these reported that bonding was an important factor in their decision to remain in government service (item 13). All twelve respondents indicated that ZIMMAN training was important in conducting their current work. Ten of the 12 also reported that this training would be of future importance in career growth and promotion (item 20).

Long-term returnees reported less involvement in the training of others than did short-term trainees. Only four respondents indicated that they were involved in such activities (item 21).

Half of the respondents indicated that their training had contributed to improving the efficiency of their organizations (item 23). All twelve rated ZIMMAN training as useful overall (item 24) and indicated that they would encourage others to participate (item 25).

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APPENDIX A

Summary of Short-term Trainee

[IE file data]

List of Ministry Abbreviations

UZ University of Zimbabwe  
MT Ministry of Transport  
MLMP&SW Ministry of Labour, Manpower Planning and  
Social Welfare  
MM Ministry of Mines  
MH Ministry of Health  
MIT Ministry of Industry and Technology  
IDCZ Industrial Development Corporation of Zimbabwe  
Hre City C. Harare City Council  
ME&WR Ministry of Energy and Water Resources  
PM's Off Prime Minister's Office  
MJL&PA Ministry of Justice, Legal and Parliamentary Affairs  
MF Ministry of Finance  
ME&C Ministry of Education and Culture  
ZTD Zimbabwe Tourist Board  
MNRT Ministry of Natural Resources and Tourism

APPENDIX B

SHORT-TERM INTERVIEWS

APPENDIX C

LONG-TERM INTERVIEWS AND  
IIE FILE DATA

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EVALUATION ISSUES

A particular strength of the ZIMMAN II project design is its flexibility to redirect project emphases on a periodic basis. The participation of government, private sector, USAID and contractor personnel in planning and management increases opportunities to maximize project impacts. However, the scope of the project and the broad range of clients and activities create special problems in data collection, communication and analysis. Moreover, analysis of long-term economic impacts requires periodic collection of data over a long time horizon.

Evaluation will be an integral part of ZIMMAN II. Building upon the experience in implementing ZIMMAN I, review of existing data bases and the ZIMMAN I evaluation that will be completed in 1986, a set of five evaluation related activities is planned.

- 1) On-going data collection;
- 2) Periodic formative evaluations;
- 3) Special impact and studies;
- 4) Pre-summative evaluation design studies; and
- 5) Summative final evaluation

These five activities (described below) are not discrete; they are intended to redirect and strengthen one another.

1. ON-GOING DATA COLLECTION

Data collection activities will be included as an integral part of the project. A comprehensive integrated data base will be generated as part of regular project activities. Mechanisms for data collection and the range of data collected may be modified in response to needs identified in conducting evaluation activities two through four, above.

At the minimum, the following types of information will be collected:

Selection

- Procedures for identifying critical skills training needs.
- Criteria and procedures for advertising and selecting participants.

Participants

- Expectations prior to entering program.
- Motivations for participating.
- Quality of pre-departure orientation and training activities.

- Demographic data.
- Orientation in host country.
- Training experience and problems.
- Expectations and plans upon completion of training.
- Work experience upon return, salary, responsibilities and activities -- periodically monitored through the life of the project.
- Career and employer changes.

#### Sponsoring Organizations

- Criteria for selecting participants.
- Expectations of impact of training.
- Communication with participant during training.
- Orientation and re-entry activities.
- Returnees' impact and effectiveness, periodically monitored throughout project life.

#### Organizations Providing Training

- Orientation and support activities.
- Assessment of participant's progress.

#### Institutions Receiving Technical Assistance

- Quality of technical assistance.
- Impact on organization.
- Administrative and support mechanisms.

#### Administrative Implementation

- Activities and problems encountered by implementing contractor.

#### Labor Market Condition

- Supply and demand for skilled manpower in the Zimbabwean economy.

## 2. FORMATIVE EVALUATIONS

On an annual base, data available in activity one will be used to conduct a comprehensive formative evaluation of the project. This exercise will provide an opportunity to redirect program emphases. In addition, issues arising in this exercise will provide an opportunity to refine or expand ongoing data collection activities.

### 3. SPECIAL IMPACT STUDIES

The design of ZIMMAN II incorporates assumptions about the functioning of the human resources sector in Zimbabwe which warrant critical review. In addition, specific project elements may require specialized examination. As required, special studies will be commissioned to help strengthen project design and to support the evaluation of project impacts. Some examples of possible special topics for studies are as follows:

- The affect of bonding on retention in public sector employment.
- Factors influencing the participation of women in participant training activities.
- The impact of complimentary inputs (e.g. books and training materials) on the project effectiveness.
- The rate of return to training in specific university and vocational programs.
- The cost effectiveness of alternative instructional modes (e.g., long vs. short-term; US vs. third world; foreign vs. US domestic training).
- Issues in assessing training impacts on organizational behaviour.
- Issues in assessing the non market impacts of training activities.
- Private versus social rates of return to training.
- The impact of training activities on social objectives (e.g., income distribution).
- Factors influencing exit from government service.

It is anticipated that findings from these special studies may influence the types of base-line and monitoring data collected on an ongoing basis (Activity 1).

### 4. PRE-SUMMATIVE EVALUATION DESIGN STUDIES

No matter how carefully evaluation issues are considered in project design, it is inevitable that at the time of a final summative evaluation, important data are discovered to be missing. Given the breadth of ZIMMAN II activities, it is important that a consideration of the summative evaluation begin prior to the end of the project. In order to strengthen the evaluation design, a pre-summative evaluation exercise will be conducted in 1987 or 1988. This exercise would include identifying chapters for a final evaluation, designing table shells, developing a formal analysis plan, and drafting and testing data collection instruments. This will provide an opportunity to identify missing data elements while the project is in operation. A number of the special impact studies (Activity 3)

would obviously inform this activity. In addition, the pre-summative evaluation might influence ongoing data collection and identify areas in which additional special studies were warranted.

#### 5. FINAL EVALUATION

An external team of independent evaluators would conduct the final summative project evaluation. The pre-summative evaluation would provide useful background material for this team but they would be in no way committed to the earlier design. The final evaluation will assess all project elements and would also estimate the overall impact of ZIMMAN II on development of the Zimbabwean economy.

#### 6. ADMINISTRATION AND IMPLEMENTATION

Data related to ZIMMAN II will reside in a number of dispersed agencies. USAID/Harare maintains an updated computerized data base; IIE/Harare maintains files on individual participants; IIE/New York maintains financial records; the MLMPSW is developing a participant training monitoring system; data on labor market conditions, vacancies, emigration and government employment reside in different ministries; data on selection criteria and procedures must be obtained from government and private organizations; data on participant and sponsoring organization expectations and experiences will need to be collected on an on-going basis from many sources.

A key element in assuring effective program evaluation will be the creation and updating of one comprehensive and consistent base-line data base. A critical thrust of ZIMMAN II objectives is developing indigenous institutional capacity. There is a need for a strong local institution to provide research and evaluation services for this and other human resource projects. A number of the research activities listed above could be undertaken utilizing local researchers at the University of Zimbabwe. USAID/Harare has had successful experience in using Faculty both as individual consultants and through research contracts directly to the institution.

APPLICATION FOR ALLOCATION OF FINANCE THROUGH ZIMB.1. University Development in General

- 1.1 Since Independence in 1980, the development of the University has been phenomenal. The entire post-Independence period can be characterised by the description "explosive growth". This growth has manifested itself in all areas of the University and, to date, it has been possible to ensure a phased and coordinated build-up of the University's resources with complementary aspects of the University developing in tandem or sufficiently far ahead to allow other aspects to develop in an orderly manner. The growth of the University is demonstrated by the following statistics -

	<u>1979</u>	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>
Student numbers	1 941	2 240	2 525	3 091	3 620	4 131	4 742
Academic staff establishment	300	313	350	402	428	477	525
Recurrent expenditure in Z\$ '000s	8 352	10 864	12 443	14 606	16 364	20 368	28 911*
Capital budget in Z\$ '000s	272	-	1 570	2 409	7 404	11 455	20 000*

\* Estimate

- 1.2 The explosive growth of the University since 1980 has included the development of several new programmes in order to meet the country's requirements for skilled manpower. Of particular note in this regard are the establishment of the Faculty of Veterinary Science and the acceptance of the first intake of students into the programme for the Bachelor of Veterinary Science degree in 1982. In addition, programmes in Mining Engineering, Metallurgy and Rural and Urban Planning have been developed over the last few years.

- 1.3 The University has also launched a major staff development programme with a view to training potential members of its academic, library, technical and administrative staff itself so that, over the course of time, the University can become more self-reliant in the provision of future academic staff. The staff development programme is now in full operation with some 70 Staff Development Fellows (hereafter referred to as SDF's) having been appointed to date and pursuing programmes of study, mainly in the United Kingdom and the United States. The programme is going well, and most SDF's are performing satisfactorily. Indeed, five SDF's have already completed their programmes and have now joined the University's academic staff. The SDF's are following PhD or Master's programmes, whilst the SDF's in medical departments are following structured programmes in the United Kingdom, leading to membership of various Royal Colleges. The University's staff development programme has been funded by a number of sources as follows

Government of Zimbabwe grant to the University

Z\$500 000 in each of the financial years 1983/4, 1984/85 and 1985/86

SAID ZIMMAN I

Approximately US\$1 500 000

Ford Foundation

US\$500 000 over 3 years

British Council

Approximately 6 full cost scholarships per annum for study in the UK

IDA funding of UZ/Dalhousie link

Support for up to 3 SDF's at Dalhousie University p.a.

The programme has proceeded well, despite major difficulties in converting the Government of Zimbabwe's grant into foreign currency and in this respect the assistance to the staff development programme afforded by the ZIMMAN grants has been considerable.

## 2. ZIMMAN I

2.1 The University was allocated a total of US\$2,5 million under Phase I of the ZIMMAN programme. This funding has been allocated between three basic areas of activity -

2.1.1 The support of SDF's in the United States - approximately 20 SDF's are currently studying in the United States on the basis of ZIMMAN support, and it is proposed to appoint a further 10 SDF's in the near future.

2.1.2 Short term training in the United States of existing members of the University's staff - the first "package" under "Short-term Participant Training in the USA or Third Countries" component of the University's application for funding under ZIMMAN I has taken place almost precisely as originally intended.

2.1.3 The recruitment of US faculty to the University's staff : although to date no US faculty have actually been recruited and joined the University's staff, AFD is currently processing the applications of approximately 10 American academics who applied to the advertisement for opportunities at the University and it is reasonable to expect that at least 7 or 8 ZIMMAN appointees will join the University's staff for 1986 in areas such as Accountancy, Business Studies, Medical Microbiology, Surgery, Electrical Engineering and Mechanical Engineering.

2.2 It is anticipated that all the resources allocated to the University through ZIMMAN I will be totally committed once the faculty for the University's staff are recruited; the current programme of short term participant training in the United States by existing faculty completed; and the recruitment of the remaining SDF's, which is currently under way, effected.

### 3. UZ Proposals for ZIMMAN II

3.1 The University believes that the conditions which governed the bid for resources under ZIMMAN I essentially still exist and, therefore, its proposals for a programme under ZIMMAN II are basically similar. The University envisages the following activities in terms of a grant through ZIMMAN II -

#### 3.1.1 Staff Development Programme

The University would wish to continue to recruit and appoint SDF's to pursue programmes in the United States on the basis of funding through ZIMMAN II. In view of the major difficulties the University experiences in converting its Zimbabwe dollar budget for staff development into foreign currency, the University intends to pay all possible local costs, including air fares, for SDF's to be supported by ZIMMAN so that in the United States such SDF's would be supported solely by ZIMMAN resources, thus avoiding the University having to remit foreign currency to support the SDF's in the United States. In addition, this policy will enable the resources allocated under ZIMMAN II to be stretched to their maximum possible extent. The University envisages appointing approximately 35 SDF's over the period of the ZIMMAN II programme in the departments listed in Schedule 1 to this paper.

The University has notionally budgeted on the basis of US\$65 000 per SDF for the duration of each SDF's programme which, on the basis of appointing 35 SDF's, results in a total request for US\$2 275 000 in respect of SDF's. The University's contribution towards the costs of these SDF's would be the payment of all local costs, including - depending on the circumstances of each SDF - a possible topping up in Z\$ of their ZIMMAN stipend, together with the payment of air fares. It is estimated that the University's local costs in respect of each of the SDF's to be appointed on the basis of ZIMMAN support would be Z\$20 000 per SDF which would amount to a total of Z\$700 000.

#### 3.1.2 In-Service Training of Existing Staff (Academic & Technical) In the United States

The University intends to continue, as a relatively small aspect of the overall programme, the activity which took place under ZIMMAN I whereby existing members of its academic and technical staff were able to pay short term visits to the United States to pursue specific study objectives. It is not possible, at this stage, to identify precisely which members of staff would be involved in such a programme. This type of activity is extremely expensive and rapidly consumes a disproportionate amount of the resources available so the University would wish to apply for a budget of US\$250 000 for these activities to meet the external costs of such programmes. With an estimated cost of US\$15 000 per 3/4 month visit, this would allow approximately 15 such visits to take place. In each case, the University would keep the members of staff on full salary during their period of study in the United States but the ZIMMAN resources would be required to meet the subsistence and travel costs in the United States and the cost of air fares from Zimbabwe to the United States. The University is likely to make considerable use of these resources, particularly in respect of the development of existing members of its technical staff.

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3.1.3 Recruitment of US Faculty in Critical Areas

3.1.3.1 Again, the University wishes to apply for a major allocation of resources from ZIMMAN II to enable it to continue and expand the programme initiated under ZIMMAN I, whereby US faculty are recruited to the University's staff. As with the ZIMMAN I programme, it is intended that, with the exception of the 2 faculty required for the MBA programme, all such faculty would be appointed to the University's staff on normal UZ expatriate contract terms with the ZIMMAN resources serving as a source of topping up the appointee's salary to US levels and thus enabling a more attractive overall recruitment package to be offered to Americans considering appointments in Zimbabwe. The University envisages the recruitment of 21 US faculty for periods of 2 years each over the course of the ZIMMAN II programme. It is proposed that should sufficient funds be allocated, the 21 posts be advertised in the fairly near future with a view to appointing applicants who are found suitable on an as available/as required basis over the next 2 or 3 years. The areas in which the University would wish to secure ZIMMAN appointees are listed in the first part of the attached Schedule 2. If the funding is approved, detailed job descriptions and definition of the qualifications and experience required of applicants will be prepared for each post for inclusion in the ultimate advertisement. It should be noted that in the areas identified, the University will be hoping to recruit senior US faculty (Professor/Associate Professor) in order to provide academic and research leadership in addition to teaching and curriculum expertise.

3.1.3.2 The second section of Schedule 2 demonstrates the means whereby the estimated costing of this aspect of the programme has been calculated. It should be noted that in respect of the 2 US faculty required for the MBA programme (4 person years) no UZ salary would be available, but the University would supply air fares and baggage allowance. In summary, the budget for the recruitment of US faculty for UZ through ZIMMAN II is as follows -

	ZIMMAN II Costs US\$	UZ Costs in US\$	UZ Costs in Z\$
38 person years (19 posts @ 2 years each) at US\$40 000 per person year	1 520 000	953 800	1 588 400
4 person years (2 posts @ 2 years each) @ US\$60 000 per person year	<u>240 000</u>	<u>18 800</u>	<u>31 200</u>
TOTAL	<u>1 760 000</u>	<u>972 600</u>	<u>1 619 600</u>

### 3.1.4 Library Support

The activities under ZIMMAN I did not provide any support for the University Library, but the University would wish to request a major allocation of resources through ZIMMAN II towards supporting the University's Library. The University's Library represents a significant research and teaching tool and is perhaps the best Library in black Africa at the present time. The Library has a book stock of approximately 350 000 volumes and currently subscribes to approximately 3 000 journals per annum. However, the major problem facing the University Library is, once again, the shortage of foreign exchange for book purchases and the maintenance of journal subscriptions. Therefore, it is proposed that a major injection of foreign exchange be supplied for the University Library through the ZIMMAN II programme and the University would wish to apply for an amount of US\$1 million to be allocated through the ZIMMAN II programme for the University Library, spread over the entire duration of the ZIMMAN II programme.

### 4. Summary of UZ Proposals

	<u>ZIMMAN Costs</u>	<u>UZ Costs</u>	<u>UZ Costs</u>
	<u>US\$</u>	<u>US\$</u>	<u>Z\$</u>
Staff Development Fellows (35)	2 275 000	420 000	700 000
In-service training for existing staff	250 000	67 500	112 500
Recruitment of US faculty	1 760 000	972 600	1 619 600
Library support	<u>1 000 000</u>	<u>-</u>	<u>-</u>
Total	5 285 000	1 460 100	2 432 100

SCHEDULE 1 : ANTICIPATED DEPARTMENTS OF SDF'S TO BE APPOINTED  
UNDER ZIMMAN II

Faculty of Commerce and Law

Data Processing	1
Business Studies	1

Faculty of Education

Adult Education	1
Educational Administration	1
Curriculum Studies	2

Faculty of Engineering

Civil Engineering	1
Electrical Engineering	1
Mechanical Engineering	2
Mining Engineering	2
Metallurgy	2
Surveying	1

Faculty of Medicine

Anaesthetics	2
Anatomy	2
Haematology	1
Rehabilitation	1
Pharmacy	1
Physiology	1
Psychiatry	2
Surgery	2

Faculty of Science

Geology	2
Biological Sciences	2

Faculty of Veterinary Science

Total	<u>35</u>
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SCHEDULE 2 : US FACULTY TO BE RECRUITED THROUGH ZIMMAN II

1. Areas in which US Faculty Required

Faculty of Commerce and Law

Accountancy	2
Business Studies (MBA programme)	2

Faculty of Education

Adult Education	1
Curriculum Studies	1

Faculty of Engineering

Department of Metallurgy	1
Mining Engineering	1
Technician trainers	3

Faculty of Medicine

Anaesthetics	1
Anatomy	1
Histopathology	1
Rehabilitation	1
Pharmacy	1
Radiology	1
Surgery	2

Faculty of Veterinary Science

Clinical Veterinary Studies	2
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Total	21
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2. Detailed Costing of Recruitment of US Faculty

	<u>Z\$</u> Per Annum	<u>Z\$</u> Per Annum
Estimated US salary of recruit		40 000
Current US employer benefits		5 000
Total		<u>45 000</u>
Plus ZIMMAN recruitment incentive 5%		2 250
Plus ZIMMAN retirement benefit 7%		3 150
		<u>50 400</u>
Plus ZIMMAN settling in allowance		8 400
		<u>58 800</u>
 Total in round figures per person		 60 000
Less UZ salary	30 000	
UZ benefits	4 000	
	<u>34 000</u>	
		<u>20 400</u>
		<u>39 600</u>
 Total estimated cost per person to ZIMMAN		 <u>60 000</u>

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Annual UZ Contribution

Inward and outward air fares for  
recruit + spouse + child : Total Z\$9 000 US\$5 400

Inward and outward baggage  
allowance : Total Z\$6 600 US\$4 000

US\$9 400

Total cost to UZ for 2 year  
appointment Z\$83 600 US\$50 200

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PROPOSED PROJECT FOR MANAGEMENT DEVELOPMENT

## EMPLOYERS' CONFEDERATION OF ZIMBABWE

**1. Background**

The Employers' Confederation of Zimbabwe is the National umbrella body for all employers in Zimbabwe, and is acknowledged by the Ministry of Labour, Manpower Planning and Social Services as the sole private sector spokesman on labour and manpower matters.

All significant Employer Associations belong to EMCOZ, including the Commercial, Industrial, Agricultural and Mining Sectors.

The NCEAZ represents employers in the Commercial sector. It is the largest Employers' Association in Zimbabwe with 900 members covering approximately 80 000 employees. It has a Manpower Development Unit staffed by professional staff and currently runs both open and in-company courses. With the Zimbabwe Institute of Management, NCEAZ is the only Association undertaking training in Zimbabwe at a significant level.

**2. Basis of Project Administration**

EMCOZ has limited administrative back-up and does not have training staff. It is also heavily committed to an Industrial Relations Union programme with the Irish Federated Employers' Union.

It believes, however, that a Management Development Programme is vital to Zimbabwe's growth and has requested the NCEAZ to undertake the project on its behalf, but on the basis that programmes would be available to all employers.

**3. Priorities in the Management Development Field**

When referring to Management in Zimbabwe, supervisory levels are generally included, and on this basis the priorities for training are agreed by most informed observers.

In the period just before Independence, the Whitsun Foundation undertook a study to establish needs and advanced the following list of priorities:

- (a) General Management;
- (b) Supervisory Skills;
- (c) General Administration, to include small businesses and co-operatives;
- (d) Specialised skills covering a wide range and including export marketing, legal drafting etc.

In 1982, the International Labour Organisation in conjunction with NCEAZ prepared an updated list of priorities as follows:

- (a) Middle and Senior Management;
- (b) Supervisory Skills;
- (c) Industrial Relations Training;
- (d) Small Businesses;
- (e) Specialised Skills.

Subsequently, the Industrial Relations Training has been covered by the EMCOZ/FUE programme, while the small business sector has been covered by projects involving the Zimbabwe National Chambers of Commerce and the Small Enterprises Development Corporation. We believe that these areas may well warrant further attention in future years when initial results become available. This project proposed covers the two areas not yet tackled, i.e. Management and Supervisory Skills developme

#### I. Management Development Programme

##### (i) Existing Facilities

There is currently no sustained programme for Management Development in Zimbabwe. NCEAZ, ZIM and the University of Zimbabwe run ad hoc courses at various levels, but we are very aware that these are not entirely satisfactory for the following reasons:

- (a) Maximum benefit is not obtained from intensive courses of one to three weeks. Long-term benefit must come from a more structured approach involving greater participation in work assignments, study groups etc.

At present, the very high cost of programme development and promotion in the Management field, for a relatively small market, has meant below required standards of presentation and an inability to provide the needed participation within a package at an acceptable cost.

- (b) No organisation has undertaken an in-depth needs study for Management manpower development. Although this is part of the terms of reference of the Management Training Bureau, they have not been to undertake the necessary work for lack of staff.
- (c) Zimbabwean companies are prepared to spend money on Management training, if they feel they are receiving value for money, but such expenditure is by no means a tradition. A very great deal of education of company executives is necessary to persuade them to fully support the programmes.

- (d) Few Zimbabwean companies apply a holistic approach to training where the work environment must be such as to allow the trainee to grow in his job and apply his skills.

As a corollary to the above point, company executives must be educated to provide the necessary environment.

We believe that a programme as part of the USAID Zimbabwe Manpower Development Project would substantially help to solve (a) and (b) and would substantially help to improve the position in regard to (c) and (d).

(ii) Objective

- (a) The programme would aim to provide middle and senior managers and administrators with the opportunity to widen their skills in management techniques, to accelerate their development for promotion and productivity.

The programme for middle management would be oriented to functional and professional training through a prescribed reading and study programme, participation in study groups, and intensive full-time lecture sessions. Participants fulfilling the required curriculum will be given a certificate of competency.

Where appropriate, courses will be held in specialist management techniques, to enable all managers to expand their skills base.

(iii) Participants

Participants would be between 25 and 40, with a minimum of 3 years' management experience and who were sponsored by their employers.

Participants will be drawn from all economic sectors and from the Parastatals.

Parastatals were members of ENCOZ prior to Independence, and a recent agreement with the Minister of Labour ensures that they will be able to take up membership once again. We would thus treat management training for this sector as synonymous with private sector requirements.

(iv) Delivery System

In brief, we would propose the following programme:

- (a) An expert or experts in management curricula development and teaching methodology, be brought to Zimbabwe for a total period of 4 months initially. The consultant would include in his terms of reference:

- (i) Identifying local management training and areas for investigation. This would be done with NCTB, ENCOZ, ZEM, IPMZ, etc. and would in itself provide a coordinating function.

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- (ii) Develop a curriculum relevant to Zimbabwe's needs.
  - (iii) Hold short courses for trainees in the methodology of management training, and using his personal expertise to run specialised courses.
- (b) The intended programme would consist of:
- (i) Initial full-time one-week attendance, followed by a similar full-time period three months later and finally a full-time week to terminate the programme.
  - (ii) Attendance weekly for morning sessions.
  - (iii) Weekly meeting of study groups to prepare for the weekly morning sessions.

It is intended that participants would be drawn from Harare, Bulawayo, Mutare and Gweru, and facilities for weekly meetings etc. would be made available in these centres.

NCEAZ already has facilities in Bulawayo and Mutare.

- (c) While we believe that there is considerable talent in the Management training field in Zimbabwe, we would feel it was highly desirable that each of the full-time week's study be led by an acknowledged expert in his field.

While the curricular development specialist may well be able to include the first week in his visit, a further two consultants would be required to cover the second and third full-time weeks. These consultants would also present specialised courses in their areas of expertise.

## II. Supervisory Skills Development Programme

### (i) Objective

To develop a supervisory package relevant to Zimbabwe conditions, in modular form, and using methodology which will allow easy decentralised presentation.

Also to train a cadre of trainers to undertake supervisory training on completion of the programme.

There is a requirement for two levels of training: for participants who are functionally able to operate in English, and those where written English is too poor for cost studies, etc.

### (ii) Existing Training

Three or four organisations currently offer supervisory training (including NCEAZ) on a 2 or 3 day basis. The training provides a first stage introduction to motivation, grievance procedures, simple legal requirements. Specialist courses are available.

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(iii) Participants

Training of groups of 16 - 20 trainers would be carried out both in Harare and Bulawayo. Trainers would be drawn from all economic sectors, including the parastatals.

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It is suggested that the programme would approximate the following outline:

- (a) A consultant in the development of supervisory training would come to Zimbabwe for approximately 3 months, and during this period he/she would:
  - (i) Assess local needs;
  - (ii) Develop a modular based programme for supervisory training;
  - (iii) Train two or more courses of trainers for periods of approximately 5 days;
  - (iv) Develop promotional material for use in informing employers of courses details and objectives;
  - (v) Generally promote the need for supervisory training;
  - (vi) If considered necessary, supervision of the preparation of video and other training materials;
- (b) All development costs of the programme would be borne by the available aid finance.

Courses would charge normal fees, and would cover the consultant's costs during this phase of the programme.

- (c) The follow-up training by in-company and public courses would be carried out by the trainers under the supervision of NCEAZ professional staff.

We estimate that in the first year following the programme, over 2 000 supervisors will receive supervisory training, on a modular basis.

(v) Costs

Costs to be paid by the USAID would include:

- (a) Salary, travelling, and per diem expenses for a period of 3 months.
- (b) Foreign currency cost of any course material, etc. brought in for use in the programme.

NCEAZ will fund local costs involving printing, promotion, etc. and the hotel costs of the consultant where he is training in Harare and Bulawayo.

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As a corollary to the above point, company executives must be educated to provide the necessary environment.

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- (i) Assessing local management training and areas for investigation. This would be done with NCEAZ, EMCOZ, ZIM, IPMZ, etc. and would in itself provide a co-ordinating function.

- (ii) Develop a curriculum relevant to Zimbabwe's needs.
  - (iii) Hold short courses for trainees in the methodology of management training, and using his personal expertise to run specialised courses.
- (b) The intended programme would consist of:
- (i) Initial full-time one-week attendance, followed by a similar full-time period three months later and finally a full-time week to terminate the programme.
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Three or four organisations currently offer supervisory training (including NCEAZ) on a 2 or 3 day basis. The courses provide a first stage introduction to motivation, discipline and grievance procedures, simple legal requirements etc. No modular or specialist courses are available.

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It is suggested that the programme would approximate the following outline:

- (a) A consultant in the development of supervisory training would come to Zimbabwe for approximately 3 months, and during this period he/she would:
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  - (ii) Develop a modular based programme for supervisory training;
  - (iii) Train two or more courses of trainers for periods of approximately 5 days;
  - (iv) Develop promotional material for use in informing employers of courses details and objectives;
  - (v) Generally promote the need for supervisory training;
  - (vi) If considered necessary, supervision of the preparation of video and other training materials;
- (b) All development costs of the programme would be borne by the available aid finance.

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We estimate that in the first year following the programme, over 2 000 supervisors will receive supervisory training, on a modular basis.

**(v) Costs**

Costs to be paid by the USAID would include:

- (a) Salary, travelling, and per diem expenses for a period of 3 months.
- (b) Foreign currency cost of any course material, etc. brought in for use in the programme.

NCEAZ will fund local costs involving printing, promotion, etc. and the hotel costs of the consultant where he is training in Harare and Bulawayo.



(Voluntary Organisations in Community Enterprise)

(WO 221/68)

16, Samora Machel Avenue, HARARE, Zimbabwe. Telephone: 791251, Harare  
P.O. Box 8465, Causeway. Tel. Address: VOLSER

Patron: His Excellency the Honourable Canaan S. Banana, G.C.Z.M.,  
President of Zimbabwe

8 January, 1986.

Dr. Richard Shortlidge  
USAID  
1 Pascoe  
Harare.

Dear Richard:

We appreciated the information you shared with me yesterday regarding the possibility of a decision that would make USAID funds available for training of NGO personnel. If this comes about my understanding is that it could be used: 1) to send Zimbabwean to other countries (in Africa or beyond) for training; and 2) to bring resource people to Zimbabwe to provide training.

As you know, the training of NGO staff is one of VOICE's major priorities. VOICE ran a pilot project in management training for NGOs in 1984 and, at the same time, recruited me to come to spend two years developing a full-fledged training programme. I arrived in January 1985, in May we received a Ford Foundation Grant to support the programme, and since June we have conducted 6 courses. We are currently developing a full schedule of courses for 1986.

Based on our work to date, we have identified five types of training needs among NGOs:

- 1) Administration/management training for top administrators.
- 2) Administration/management training for other senior staff.
- 3) Community development and project planning and implementation training for field staff.
- 4) Typing, receptionist, computer operator related training for secretarial/receptionist.
- 5) Training in content areas related to the functions of various agencies, for example reading material for new literates, mentally retarded, etc.

One of the major problems we have faced in our training for top administrators is a problem that is typical world-wide, namely that even if a colleague has special skills in a content area, other agency directors will not attend training where she/he is the trainer. Trainers for the top administrators of NGOs must come from outside the NGO community -- namely, from professional training institutes, colleges, the University of Zimbabwe, or business or Government, or they must come from outside Zimbabwe. So that is the first constraint on our training.

A second constraint is that people who may have the content expertise are often not skilled as trainers. There is a tendency to present information exclusively in a lecture format without involving the participants or relating the content to their specific situations.

A third constraint is that people within Zimbabwe who may have expertise are so overloaded with their work that they are not able to take time to prepare for and conduct training.

A fourth constraint is that most of the training institutes are geared toward commerce and industry and most University faculty are too theoretical. Thus few of the potential trainers have experience in or familiarity with NGO work and so are not able to adapt their material and approach to be relevant to NGOs.

I need to qualify the above comments by observing that there are some content areas, especially in the training of categories 2-5, where there are already adequate training resources in Zimbabwe. We are increasingly of the opinion in regard to those content areas of categories 2-5 where there are not adequate resources, that the way to develop those resources is to invite external resource persons who not only provide training, but who work with a local co-trainer. They can provide technical assistance in curriculum development and training techniques and help develop relevant training exercises. Our experience is that a single time through a course is not sufficient to permit a local resource person to feel comfortable handling the course entirely by him/herself the next time. What is needed is at least two and perhaps three times through the course with increasing training responsibility on the local co-trainer.

As indicated above, the problem with training of top level administrators is entirely different. Here we need more regular use of external personnel and/or more work to familiarise educators/trainers from local institutions with the situation and training needs of NGOs.

Another observation that has emerged from our experience is the need for training in the form of short-term and long-term technical assistance to supplement formal training

courses. If administrators are going to receive maximum benefits from training courses, they need specific assistance in implementing various aspects of it in their own agencies as they see the need for it.

One approach to resolving many of these training needs is the development of a sub-regional training network in Southern and eastern Africa. An effort to achieve this is currently being undertaken by the International Council of Social Welfare (ICSW) and the International Council of Voluntary Agencies (ICVA) in cooperation with a number of other organisations, including VOICE, the Zambia Council on Social Development (ZCSD), the All African Conference of Churches (AACC), the African Association of Literacy and Adult Education (AALAE), Christian Organisations Research Advisory Trust (CORAT), the Evangelical Lutheran Church, Caritas International, and IRED. All of these organisations are currently involved in NGO training. They, and perhaps other NGOs will be meeting in Nairobi in April to draft a specific plan for a training network.

While the plan may have additional elements, it is almost sure to include:

1. Exchange of:
  - a. information about training programmes (design, strategies, etc)
  - b. information about specific workshops (when they are being held, where, etc)
  - c. resource materials
  - d. resource persons
  - e. workshop participants (especially as one way to help prepare new resource people)
2. Identification of good resource people - both within the sub-region and internationally.
3. Cooperative development of resource materials ( e.g. bringing together small groups to prepare training materials).
4. Developing the skills of trainers and potential trainers, both in specific content areas as well as on training skills and techniques.

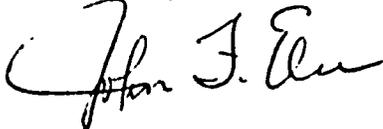
Since VOICE is the most advanced of the African Councils of Social Welfare in developing and implementing a training programme, it was authorised, at the African Regional Meeting of the ICSW, held in Lusaka in August, to give leadership in initiating a training network for Councils and their member organisations. Thus VOICE will go to the Nairobi meeting in April with the support and encouragement of the national councils of eight eastern and southern Africa countries.

Even in advance of the notice of the Nairobi meeting, VOICE had taken steps to respond to the Lusaka Conference's commission. We discussed with USUS a proposal (you have seen the letter to Michael Scanlin) to bring US. resource persons to conduct two workshops in the sub-region. Each workshop would be held in three different countries in the sub-region, with participants in each workshop drawn from the NGOs in that country.

In short, VOICE is extensively involved in providing training for NGO staff in Zimbabwe and in developing a sub-regional network which should strengthen training in Zimbabwe and in the sub-region. We are pleased with the possibility that additional financial resources may become available that would facilitate this process.

We hope that you will keep VOICE informed of any plans or decisions that may have bearing on NGO training.

Sincerely,

A handwritten signature in cursive script, appearing to read "John F. Else".

JOHN F. ELSE  
Training Officer.

JFE/mz.

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Private Sector Component of the Zimbabwe  
Manpower Development Project Phase II

Strategy for Strengthening Local Non-Governmental Organisations  
and Supporting the Training Organisations that Serve Them

Submitted to Dr. Richard Shortlidge  
Human Resources Development Division, USAID

by Rhoda Immerman

16 January 1986

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### Abstract

A large number of Non-Governmental Organisations (NGOs) function in Zimbabwe, including several which have emerged since Independence. A common feature of these NGOs is a lack of adequate management and administrative skills, which calls for a specific training programme. This paper sets out the background and suggests that a more extensive feasibility study be carried out.

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## I. BRIEF BACKGROUND ON LOCAL NGOS

(i) Before Independence, April 1980, leadership was mainly in the hands of white philanthropists and focused on the needs of urban and predominantly white communities. White voluntary women workers plus a few experienced retired men were the active participants in NGOs. They were dedicated and committed but paternalistic in their attitudes to both the people served and their black colleagues. Their attitudes were a reflection of the political philosophy of the Government in power. At this time NGOs, on the whole, were welfare and not development orientated; the majority concentrated on Old Age and Childrens' Homes. Civil war was conducted mainly in the rural areas and this curtailed the few services available to rural communities even further. Because of sanctions during the UDI period little overseas aid was received.

(ii) Post Independence. Blacks replaced whites in the leadership posts in NGOs. Inevitably, the new leadership, despite qualifications, tended to be inexperienced. NGOs began to respond to the needs of the rural areas, where almost 80% of the population live. The rural areas had been sadly neglected in the past and their needs were highlighted after independence. Soon after independence local NGOs, with the assistance provided by international aid, expanded their programmes into the rural areas, as well as continuing to serve the urban population. The problems of adjustment were increased when Zimbabwe, like other countries in Africa, suffered three consecutive years of severe drought. For instance, the arrival of

approximately 30 000 Mozambican Displaced Persons exacerbated the already difficult situation of providing relief and food aid to Zimbabweans.

Parts of Matabeleland had a curfew imposed to try and stem dissident activities in the area. This caused added hardship to many of the rural population who were suffering from the effects of the drought.

There is no doubt that NGOs have, in the last five years, played a significant role in assisting the government in alleviating suffering and in promoting development programmes in the rural areas.

Among the main areas covered by NGOs were:

1. Education and training of demobilised ex-combatants - fit and handicapped
2. Black aged - e.g. aliens with no extended families
3. Handicapped - physical and mental in rural areas
4. Primary Health Care - nutrition, maternal and child health clinics
5. Youth - training for unemployed/school leavers
6. Women - income generating skills
7. Needs which arose as a result of the three consecutive years of drought - assisting Mozambican Displaced Persons who had crossed the border and local Zimbabweans.

Two further post-independence changes need to be noted: -

(a) 'Emergent' NGOs

After independence, a number of newly-formed NGOs registered with the Department

of Social Welfare to cater specifically for the needs of people in a post-civil war situation, e.g. primary health care, education, adult literacy and skills training. Existing NGOs also became involved in reconstruction programmes in the rural areas. Examples of some prominent emergent NGOs are:

1. ORAP (Organisations of Rural Associations for Progress)  
Provides information, technical and financial support to rural people in Communal Lands of Matabeleland and who are engaged in cooperative production.
2. ZIMCARE TRUST  
Provides care, education, rehabilitation and reintegration of the intellectually handicapped.
3. ZIMBABWE TRUST  
Involved in rural development, cooperatives, education, disabled and health.
4. ZIMFEP (Zimbabwe Foundation for Education with Production)  
Promotes education with production training throughout primary and secondary school, and the establishment of cooperatives and rural industries.
5. TARIRO CENTRE  
Zimbabwe organisation involved with the rehabilitation of psychiatric patients

6. FANAZ (Food and Nutrition Associations of Zimbabwe)

Promotes cooperation in the study of food production

7. ZIMBABWE PROJECT

Community service - to assist ex-combatants with training, capital assistance and advice.

Others, such as Christian Care and CADEC (Catholic Development Commission), have expanded and changed their emphasis to meet the changing needs.

(b) International NGOs and Funding Agencies

Since independence a number of international aid and service organisations not previously in the country established offices in Zimbabwe. They too have become involved in rural development projects and relief work. Some of these are:-

1. OXFAM, UK & USA
2. SAVE THE CHILDREN, UK & USA
3. SIDA (Swedish International Development Authority)
4. IVS (International Voluntary Service)
5. AFSC (American Friends Service Community)
6. CIDA (Canadian International Development Agency)
7. Africare

NEED FOR TRAINING OF NGO PERSONNEL

The experience since independence has exposed some major problems, a large number of which existed

previously and which hamper efficiency and highlight the basic need for training.

(i) Crisis Planning

One of the valuable functions of an NGO is its ability to respond immediately to crisis situations, e.g. famine relief and natural disasters. However, a common problem evident with many NGOs in Zimbabwe is their concentration primarily on short-term responses to crises and their consequent lack of medium and long-term planning

(ii) Responsibilities of Senior Staff

Project design, planning, implementation, evaluation, monitoring and re-evaluation in the light of results obtained is rarely carried out because of pressure of work and lack of skills in these areas. The problem is that many senior officials do not, or cannot, delegate work. Hence, among other things, senior staff are often responsible for most of the following:-

- (a) Designing, planning, implementation, evaluation and monitoring of projects
- (b) Public relations for the organisation
- (c) Fund raising - preparation of applications to donors and reporting on projects
- (d) Office policy, administration and management
- (e) Overall responsibility for financial management
- (f) Liaison with Government
- (g) Staff administration
- (h) Responsibility for transport
- (i) Attending numerous meetings, etc.
- (j) Accountability to executive and to donor agencies.

(iii) Management Skills not part of Social Work Training

The NGOs operate with well qualified, but often inexperienced staff. In addition many of the senior staff were trained in disciplines such as social work which do not incorporate courses on management, administration and financial management.

Donor agencies will become more stringent and demanding of local NGOs for better project papers with detailed budget proposals and monitoring and evaluation of components before projects will be funded.

Training in this area is therefore a priority, particularly in terms of drawing up project proposals and in management and administration, and also training in other skills which are necessary for the efficient conduct of NGOs. It is important for NGOs to demonstrate that funds, both international and local, are correctly administered. Training in managerial skills at all levels will equip NGOs to carry out their stated aims more effectively

(iv) Possible Decrease in International Aid

International funding and manpower resources and technical assistance for development and relief projects in Zimbabwe were offered to NGOs and Government after independence. However, Zimbabwe cannot expect to receive aid from overseas funding agencies to the same extent in the future. When Namibia becomes independent, aid will probably be shifted there to assist their people in becoming self-sufficient. Zimbabwe is likely to cease to be the favoured country in Africa. Only a well-trained level of management will be able to cope with such a new situation.

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### III TRAINING STRATEGIES

#### (i) Deficiencies of Short Training Programmes

It is generally recognised that there is a need for training in non-governmental organisations at all levels in Zimbabwe. This need has been frequently expressed by NGOs themselves. In the past few years there has been a plethora of workshops, seminars and courses prepared by a number of commercial training organisations, government, individual trainers and NGOs. It is suggested that there ought to be different levels of training offered to NGOs to enable them to become more efficient and effective.

The one-off, short training programmes, which cannot incorporate the opportunity for participants to apply the theory learned or provide time for new ideas to be reinforced, is not as effective as training over a long period. Training over a longer period of time would be more effective than concentrated one-off programmes and should be offered at all levels.

#### (ii) Training needed at all levels

##### (a) Unqualified

Unqualified office staff should be offered short term training programmes in a variety of skills such as:-

- Bookkeeping methods
- Office Management routine
- Filing and retrieval systems
- Reception and telephone.

(b) Middle Management

This would include staff who identify and implement projects and field workers who would be offered training programmes that would help them with the type of work they are required to do depending on their level of education and experience. Middle management would most likely comprise of personnel who are:-

- graduates without experience
- Diploma graduates with experience
- people who have had experience in the field but who have no qualifications

Content of courses should relate to NGO organisational needs and increase the required skills and knowledge of trainees. VOICE would be a suitable organisation to provide training for middle management skills. Middle management of an organisation should be offered a training programme which might incorporate:-

- communication skills
- office administration
- project identification, design, implementation, monitoring and evaluation
- proposal writing
- responsibility to the work situations

(c) Senior Staff Training

Senior NGO management staff are generally social work graduates. However, the syllabus for a degree in social work does not cover subjects such as financial management, projects

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planning and administration, evaluation of projects, public relations and fund raising which were identified as areas where training was needed (VOICE Needs Assessment Workshop for Zimbabwe NGOs 1985). However, it has been suggested that these subjects could be incorporated into the University of Zimbabwe and the School of Social Work curricula for the social work degree course. There is an urgent need to provide the training requested by senior staff in the areas they themselves identified as presently lacking. Many NGOs have their own training programmes which are related to their particular needs, and recently Red Cross Zimbabwe has been selected with Sweden to be included in a feasibility study to plan the establishment of a regional training institution to provide leadership and management training (The Herald, 13 Jan 86). But most organisations rarely have the financial or human resources to mount broader training programmes for their own staff.

Government also has recognised the need for training and has recently approved a document setting out the training policy for public service (The Herald, 15 Jan 86).

It is most important that senior staff be offered training in the following areas:-

- Fund raising techniques
- financial planning
- project planning and design, implementation, monitoring and evaluation
- communication and public relations
- personnel relations
- policy planning
- decision making skills
- importance of team work
- accountability

By offering training programmes to all levels of personnel the organisation should eventually become more efficient. Team work and levels of responsibility would need to be stressed.

#### IV POSSIBLE TRAINING ORGANISATIONS

There are four possibilities for centrally based training programmes which would require more detailed investigation. These are:-

1. VOICE
2. University of Zimbabwe
3. School of Social Work
4. An Autonomous Training Group

##### 1. VOICE Training Programme

VOICE (Voluntary Organisations in Community Enterprise) started NGO training programmes in 1984 in response to the stated needs expressed by NGOs. VOICE has held workshops concerning the following topics:-

- office management
- communication and human relations skills
- financial management
- grant development and fund raising
- planning and income-generating projects
- personnel management

VOICE, under the direction of Dr John Else, has expanded and improved the training programmes offered to NGOs, and as an umbrella organisation of NGOs is well placed and experienced to provide courses for short-term training for unqualified staff and middle management.

However, concern has been expressed regarding:-

- (i) the ability of VOICE to continue to expand its training programme when Dr Else leaves at the end of 1986
- (ii) inadequate infrastructure and resource people within VOICE and consequent reliance on outside trainers.

2. University of Zimbabwe. Possibly within the Department of Rural and Urban Planning

(a) University of Zimbabwe Post Graduate Certificate Training Course would provide status, research capabilities and credibility. The University has good facilities and can draw from a pool of academics in a number of disciplines.

- (i) It would take a considerable amount of time to negotiate, obtain agreement and structure a course.
- (ii) Negotiations would have to be entered into with the University to assess the feasibility of such courses being held under their auspices. However, if funds were available and resource personnel seconded to the University, it would be possible to develop the capability of the University to strengthen local NGO management training.

3. School of Social Work

The School has had a long established NGOs network in Zimbabwe through its student fieldwork programmes and many of the School's graduates work in local NGOs. The School has the advantage of bias towards applied courses and the fieldwork component is well established. The School is associated with the University of

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Zimbabwe and besides offering the Diploma, Bachelor's degree and Master's degree in Social Work, the School has recently introduced the one year ILO rehabilitation course. Having set the precedent of the one year post-graduate rehabilitation course, it should make the negotiation of a training programme to strengthen local NGOs more feasible. The School would have to be provided with financial, manpower and technical assistance if a project such as the one being suggested is to be viable. Preliminary discussions should be held with the School to ascertain whether they would be open to expanding their programmes.

4. An Autonomous Training Group

There is a core of experienced trainers in Zimbabwe who could be called upon to give lectures in their areas of expertise, for example Zimbabwe Institute of Management and Ranche House. There are also training schemes carried out by commercial firms with considerable training ability which might be incorporated into the programmes. Consultants from SADCC and other African and Third World countries could be identified and invited to participate, exchange their ideas and experiences with local NGOs. Depending on the funding available, a coordinator and auxiliary staff would have to be appointed to:

- (i) Discuss with NGOs the training required by senior staff in NGOs
- (ii) Asses the feasibility and prepare a budget for embarking on training NGOs
- (iii) Arrange for a suitable venue where lectures could take place, e.g. University of Zimbabwe, School of Social Work, Ranche House

- (iv) Design a training programme
- (v) Identify and invite lecturers in the subjects requested
- (vi) Transport and accommodation arranged for out of town lecturers
- (vii) Seek association with the University of Zimbabwe or the School of Social Work or other training institutes for certification of the courses being offered
- (viii) Develop a Handbook incorporating expertise of lecturers which can be used for future courses.

To operate, an office with telephone, typewriter, photocopier, duplicator, reference books, office furniture, stationery etc. would be required.

#### V. CONTINUITY OF TRAINING

1. The organisation that is most appropriate and willing to structure training courses for NGO staff development must
  - (a) be committed to improve and replicate the programme
  - (b) must develop training skills in the participants
  - (c) have a research component so that the programme can be replicated in other countries
  - (d) develop a training manual appropriate and meaningful to a developing country.
  
2. The participants to the training programme must undertake to
  - (a) attend the full course

- (b) apply theories learned to the work situation
- (c) provide feedback about applicability of subjects learned
- (d) be prepared to involve themselves in future training programmes.

## VI RECOMMENDATION

### 1. Feasibility Study of Options

In the light of the facts which emerge from this background paper it is recommended that a more extensive feasibility study be carried out to assess the most appropriate strategy for strengthening local NGOs.

### 2. Appointment of a Coordinator

To assess the feasibility of any of the proposed training programmes mentioned above funds should be made available to engage an appropriate and qualified person. The person engaged should:-

- (i) be aware and sensitive to conditions in Zimbabwe
- (ii) have local knowledge of NGOs
- (iii) be in a position to negotiate with various training institutions mentioned
- (iv) find out what training programmes are available
- (v) find out if NGO training can be linked into any of these training programmes
- (vi) prepare a proposed budget.

ADDENDUM

Interviews with:

Mrs E M Sawyer

Harare Legal Projects  
Centre.

Dr John Else

Voluntary Organisations  
in Community Enterprise

Mr M de Graaf

International Voluntary  
Service

Ms S Ross

Adult Literacy Organisa-  
tion of Zimbabwe

References:

School of Social Work in Association with University  
of Zimbabwe Handbook 1984

Report on VOICE Needs Assessment Workshops for  
Zimbabwe NGOs March 1985

Collaborative Research and Action Program for  
Strengthening Local Organisations for Development  
in Zimbabwe. A Concept Paper by Martin de Graaf  
1985

VOICE Directory of Social Services in Zimbabwe 1983

There is no legal barrier that hinders women from being employed in the private and public sectors, provided they have got appropriate skills. However, their representation in the labour force, especially in the high status jobs, is still very low as the paragraphs below show:-

In the public sector, out of 10 570 established posts in 1980, 3242 were occupied by black and white women. The figure represents 30,67% of the established posts. By July 1983 the number of posts occupied by women had risen to 10 728 i.e. : 44,2% of a total of 24 278 posts. This represented an improvement of 13,5%. About 9619 of the women in the public sector were employed by the Ministries of Health and Education, which thus accounted for 89,7% of all the women in established posts. Out of 2432 posts at Assistant and Under Secretary levels only 219 (or 9%) were occupied by women. In the higher category, the Deputy Secretary/Permanent Secretary grades, there was a total of 248 posts. Only 23 (9%) were occupied by women.\*<sup>(1)</sup>

The above statistics show that women were under represented in public sector employment and were generally concentrated in the relatively low status grades (clerical and junior officer grades), and only two or three Ministries accounted for nearly all the women employed. Looking at the combined public and private sector employment, women were again under represented, as the following table will show.\*<sup>(2)</sup> The table also indicated a concentration of women in low-status employment categories (sales and agricultural workers).

\*<sup>(1)</sup> NOTE : We are not able to get the most recent figures. It is possible that the above figures have since changed. The figures are quoted from "Public Service Bulletin, Vol 2, No 1, April 1985, p.1. Minor corrections or adjustments have been made in respect of percentages.

\*<sup>(2)</sup> NOTE : The figures are extracted from an as yet unpublished document by the Central Statistical Office, whose written permission must be obtained before they can be quoted.

In short, limited access to education and appropriate training institutions and employer-biases in favour of men have contributed to the pattern of women in employment as described above. Remedial action should therefore be directed at improving women's access to education and training, and at changing employers' attitudes towards women as potential employees.

OCCUPATIONAL DISTRIBUTION BY SEX, ZIMBABWE 1982

OCCUPATION	TOTAL NUMBER	MALE	FEMALE	% FEMALE
Professional, Technical and Related Workers	93 760	56 200	37 560	40,1
Administrative and Managerial Workers	16 160	13 760	2 400	14,9
Clerical and Related Workers	95 240	63 280	31 960	33,6
Sales Workers	62 050	30 030	32 020	51,6
Service Workers	154 350	105 370	48 980	31,7
Agricultural, Animal Husbandry and Forestry Workers	1 333 500	673 050	660 450	49,5
Production and Related Workers	338 970	290 860	47 910	14,1
Workers not classified by occupation	84 030	77 740	6 290	7,5
<b>TOTAL</b>	<b>2 177 860</b>	<b>1 310 290</b>	<b>867 570</b>	<b>39,8</b>

The above figures do not show occupational distribution in the 'civil service' but they show general occupation in all sectors - government and non-governmental sectors.

Source : 1982 Census, 10% Sample. (Written permission to quote the source has not been obtained from the source. This information is therefore highly confidential).

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In short, limited access to education and appropriate training institutions and employer-biases in favour of men have contributed to the pattern of women in employment as described above. Remedial action should therefore be directed at improving women's access to education and training, and at changing employers' attitudes towards women as potential employees.

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# UNIVERSITY OF ZIMBABWE

## LIBRARY

ANNEX F. 12. a

### MEMORANDUM

Date: 17th January 1986...

From: Librarian.....

Phone Ext: ....164.....

To: Registrar.....

cc Director, Appointments & Personnel  
Mr. R. Shortlidge, USAID, Harare

### PROPOSED ZIMBIAN ASSISTANCE TO UNIVERSITY LIBRARY

A survey of book acquisition of the library indicates a steady decline in the number of books accessioned each year.

1979 - 6705 books accessioned		
1980 - 6476	"	"
1981 - 7144	"	"
1982 - 5927	"	"
1983 - 4967	"	"
1984 - 3900	"	"
1985 - 2012	"	"

Since the University has grown rapidly the number of new books added should exceed the highest figure of 7144 for 1981. The appropriate figure should be 9000 which places the 1985 figure at less than one of the required number.

The average price for books is £20.00 for British and US\$35.00 for U.S.

In terms of the optimum number of 9 000, the additional money required would be £140 000/US\$295 000.

#### Possible Options:

1. we could aim for the optimum i.e. the 9 000 figure each year;
2. we could maintain the 7 000 figure (shortfall of 2 000); or
3. choose an average figure of 5 000 (shortfall of 4 000).

Similarly the acquisition of periodicals has also been adversely affected as only 5 new titles were added to the stock.

Projection for the 7 Year-Period

Yearly allocation of US\$142 857 (Z\$234 000 approx.)

Year	(a) Periodicals	(b) Books	Equipment
1986	Z\$100 000	Z\$77 000	(c) Photocopier (Heavy Duty) Z\$57 000
1987	Z\$126 000	Z\$84 000	(d) Micro-Fiche Reader (3) Z\$3 000 Reader/Printer (1) Z\$21 000  (e) Word Processor Z\$10 000
1988	Z\$129 000	Z\$84 000	(d) Reader/Printer Z\$21 000
1989	Z\$150 000	Z\$84 000	
1990	Z\$150 000	Z\$ 84 000	
1991	Z\$150 000	Z\$ 84 000	
1992	Z\$150 000	Z\$ 84 000	

(a) Periodicals

In the first year Z\$100 000 would be utilized to sustain our present subscription to titles purchased from U.S. Any balance left would be utilized to procure new titles in the areas already listed under (b). The unstable nature of periodical prices preclude an accurate forecasting of envisaged cost of titles already committed.

(b) Books

The priority areas for the utilization of this allocation will be Commerce and Law, Education, Engineering, Medicine, Science and Veterinary Science. The selection of appropriate titles will be made by the faculty concerned. Any money designated and not utilized will be used by the Library to purchase appropriate support reference books, lexicons etc.

(c) Photocopier - Heavy Duty

From our past experience we find that the present photocopier is inadequate for our needs. There were many instances last year when the machine was out of use causing a great deal of frustration both to staff and users. We are not certain of the extent to which this frustration has been responsible for a number of original documents being put in some cases well beyond repair. We would need an efficient photocopying service which would have minimized the frustration and maximized the use of scarce resources.

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(d) Microfiche Readers and Microfiche Printers

We have been often asked why the Library has not considered requiring fiche edition of abstracts, indexes and certain expensive esoteric titles. Our present number of fiche readers cannot offer this service to users and our investigation has shown:

- (a) that fiche edition of certain indexes and abstracts are cheaper than the traditional book form (e.g. on 19 titles we would save Z\$5,000) - spread over 7 years the cost is more than justified;
- (b) that the Reader/Printer will assist researchers to take the data out of the Library without any inconvenience to users or staff;
- (c) that fiche take up less shelving space;
- (d) that we envisage very little loss as the fiche will be of no use to the user without the reader;
- (e) that ILL service will be greatly facilitated.

(e) Word Processor

In 1984 the Library was informed by the Bursar to carry out a massive cancellation exercise. This exercise involved several processes, and we had to liaise with the departments on a regular basis. The processing of 4,000 titles manually took 6 months. At the end of the 6 month - period we found it rather difficult to gauge the accuracy of our exercise as the status of journals in terms of price etc. is never static.

We strongly feel that this exercise would have taken a shorter time if all the titles were on disks and the results would have been more accurate.

This is only one of the many areas where the word processor would improve efficiency. To mention one other use, it can be used to make figures readily available for planning and forecasting hence obviating the physical handling of 4,000 V.I. cards or 4,000 Titles/Class/Shelf cards.

Similarly the Word Processor has potential for use in ordering of books, monitoring suppliers etc. not to mention the One Month Loan borrowers.

Illustrative List of Required Commodities:  
Public and Private Sector Procurement

Description of Equipment

1. Microcomputers

PC, with dual disk drive, 360 KBytes per disk, 256 KBytes memory, keyboard, operating system, printer, 100 diskettes, 10 boxes ribbons, and software. Hardware total, \$4260. Software (word processing, data base management, Lotus 123), \$1000.

Cost per unit, \$5260. Number of units, 50. Total, \$263,000.

2. Slide Projector Units

Carousel- S-AV-2010 Projector. 110/220 v, 50-60 cycles.

Cost per unit, \$620. Number of units, 40. Total, \$24,800.

3. Film Projector Units

16mm, equal to  
Bell and Howell, Model 2592AX.

Cost per unit, \$680. Number of units, 30. Total, \$20,400.

4. Projection Screens

Tripod screen, 160cm X 160cm.

Cost per unit, \$225. Number of units, 40. Total, \$9000.

5. Photocopiers

Medium-high volume.

Cost per unit, \$2636, number of units, 20. Total, \$57,720.

6. Public Address Systems

Complete set with microphone, mixer, amplifier and speakers (Japan or Europe).

Cost per unit, \$1439. Number of units, 8. Total, \$11,512.

7. Cassette Recorders

Equal to Panasonic, with digital counter.

Cost per unit, \$49.50. Number of units, 50. Total, \$2475.

8. Video Equipment

a. Multi-system VCR.

Cost per unit, \$989. Number of units, 20. Total, \$19,780.

b. Multi-system Television.

Cost per unit, \$1136. Number of units, 20. Total, \$22,720.

c. Movie System (Camera). VHS Movie System, with accessories including extra batteries, remote control, carry case, and tripod.

Cost per unit, \$1830. Number of units, 10. Total, \$18,300.

Total Cost of Items:	\$449,707
Contingency (5%) (Spares):	\$ 22,485
Total Cost (FOB):	\$472,272

Books and Learning Materials

3500 books, 800 periodical subscriptions  
Estimated cost per book, \$35. Estimated cost of one year periodical subscription, \$50. Total cost (FOB): \$127,728

Summary Budget

Equipment (rounded to)	\$472,300
Books and Learning Materials	\$127,700
Subtotal	\$600,000
Shipping and Insurance	\$200,000
Total CIF Cost	\$800,000

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## 5C(2) PROJECT CHECKLIST

Listed below are statutory criteria applicable to projects. This section is divided into two parts. Part A. includes criteria applicable to all projects. Part B. applies to projects funded from specific sources only:  
B.1. applies to all projects funded with Development Assistance loans, and  
B.3. applies to projects funded from ESF.

CROSS REFERENCES: IS COUNTRY CHECKLIST  
UP TO DATE? HAS Yes.  
STANDARD ITEM  
CHECKLIST BEEN  
REVIEWED FOR THIS  
PROJECT? Yes.

### A. GENERAL CRITERIA FOR PROJECT

1. FY 1986 Continuing Resolution  
Sec. 524; FAA Sec. 634A.

Describe how authorizing and appropriations committees of Senate and House have been or will be notified concerning the project.

TN has been submitted to Congress.

2. FAA Sec. 611(a)(1). Prior to obligation in excess of \$500,000, will there be (a) engineering, financial or other plans necessary to carry out the assistance and (b) a reasonably firm estimate of the cost to the U.S. of the assistance?

(a) Yes

(b) Yes

3. FAA Sec. 611(a)(2). If further legislative action is required within recipient country, what is basis for reasonable expectation that such action will be completed in time to permit orderly accomplishment of purpose of the assistance?

N/A

4. FAA Sec. 611(b); FY 1986 Continuing Resolution Sec. 501. If for water or water-related land resource construction, has project met the principles, standards, and procedures established pursuant to the Water Resources Planning Act (42 U.S.C. 1962, et seq.)? (See AID Handbook 3 for new guidelines.)

N/A

5. FAA Sec. 611(e). If project is capital assistance (e.g., construction), and all U.S. assistance for it will exceed \$1 million, has Mission Director certified and Regional Assistant Administrator taken into consideration the country's capability effectively to maintain and utilize the project?

N/A

6. FAA Sec. 209. Is project susceptible to execution as part of regional or multilateral project? If so, why is project not so executed? Information and conclusion whether assistance will encourage regional development programs.

No given Zimbabwe's unique manpower/training needs. However, an increase in Zimbabwe's skills base will necessarily encourage regional development given Zimbabwe's central role in SADCC.

7. FAA Sec. 601(a). Information and conclusions whether projects will encourage efforts of the country to: (a) increase the flow of international trade; (b) foster private initiative and competition; and (c) encourage development and use of cooperatives, and credit unions, and savings and loan associations; (d) discourage monopolistic practices; (e) improve technical efficiency of industry, agriculture and commerce; and (f) strengthen free labor unions.

Project will improve manpower skills base in public sector areas most directly relevant to economic development and private sector activities. Therefore, it is anticipated that the project will directly or indirectly increase international trade, foster private initiative and competition, and improve technical efficiency of industry, agriculture and commerce. Impact on items (c), (d) and (f) unknown.

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8. FAA Sec. 601(b). Information and conclusions on how project will encourage U.S. private trade and investment abroad and encourage private U.S. participation in foreign assistance programs (including use of private trade channels and the services of U.S. private enterprise).
- Project will finance one technical assistance contract with a private U.S. firm.
9. FAA Sec. 612(b), 635(h); FY 1986 Continuing Resolution Sec. 507. Describe steps taken to assure that, to the maximum extent possible, the country is contributing local currencies to meet the cost of contractual and other services, and foreign currencies owned by the U.S. are utilized in lieu of dollars.
- The GOZ will pay local currency for L/C costs.
10. FAA Sec. 612(d). Does the U.S. own excess foreign currency of the country and, if so, what arrangements have been made for its release?
- Yes. Funds are being used as appropriated funds, principally for U.S. mission expenses.
11. FAA Sec. 601(e). Will the project utilize competitive selection procedures for the awarding of contracts, except where applicable procurement rules allow otherwise?
- Yes
12. FY 1986 Continuing Resolution Sec. 522. If assistance is for the production of any commodity for export, is the commodity likely to be in surplus on world markets at the time the resulting productive capacity becomes operative, and is such assistance likely to cause substantial injury to U.S. producers of the same, similar or competing commodity?
- N/A

13. FAA 118(c) and (d). Does the project comply with the environmental procedures set forth in AID Regulation 16. Does the project or program take into consideration the problem of the destruction of tropical forests?

Yes

14. FAA 121(d). If a Sahel project, has a determination been made that the host government has an adequate system for accounting for and controlling receipt and expenditure of project funds (dollars or local currency generated therefrom)?

Yes

15. FY 1986 Continuing Resolution Sec. 533. Is disbursement of the assistance conditioned solely on the basis of the policies of any multilateral institution?

No

16. ISDCA of 1985 Sec. 310. For development assistance projects, how much of the funds will be available only for activities of economically and socially disadvantaged enterprises, historically black colleges and universities, and private and voluntary organizations which are controlled by individuals who are black Americans, Hispanic Americans, or Native Americans, or who are economically or socially disadvantaged (including women)?

No small business or 8A set aside is planned.

AID to carry out

**B. FUNDING CRITERIA FOR PROJECT**

**1. Development Assistance  
Project Criteria**

- a. FAA Sec. 102(a), 111, 113, 281(a). Extent to which activity will (a) effectively involve the poor in development, by extending access to economy at local level, increasing labor-intensive production and the use of appropriate technology, spreading investment out from cities to small towns and rural areas, and insuring wide participation of the poor in the benefits of development on a sustained basis, using the appropriate U.S. institutions; (b) help develop cooperatives, especially by technical assistance, to assist rural and urban poor to help themselves toward better life, and otherwise encourage democratic private and local governmental institutions; (c) support the self-help efforts of developing countries; (d) promote the participation of women in the national economies of developing countries and the improvement of women's status, (e) utilize and encourage regional cooperation by developing countries?

N/A

- b. FAA Sec. 103, 103A, 104, 105, 106. Does the project fit the criteria for the type of funds (functional account) being used? Yes
- c. FAA Sec. 107. Is emphasis on use of appropriate technology (relatively smaller, cost-saving, labor-using technologies that are generally most appropriate for the small farms, small businesses, and small incomes of the poor)? N/A
- d. FAA Sec. 110(a). Will the recipient country provide at least 25% of the costs of the program, project, or activity with respect to which the assistance is to be furnished (or is the latter cost-sharing requirement being waived for a "relatively least developed country)? Yes
- e. FAA Sec. 122(b). Does the activity give reasonable promise of contributing to the development of economic resources, or to the increase of productive capacities and self-sustaining economic growth? Yes

f. FAA Sec. 128(b). If the activity attempts to increase the institutional capabilities of private organizations or the government of the country, or if it attempts to stimulate scientific and technological research, has it been designed and will it be monitored to ensure that the ultimate beneficiaries are the poor majority?

Yes, Improved and expanded training facilities will provide the poor majority with increased opportunities for technical and other training, hence improving upward mobility.

g. FAA Sec. 281(b). Describe extent to which program recognizes the particular needs, desires, and capacities of the people of the country; utilizes the country's intellectual resources to encourage institutional development; and supports civil education and training in skills required for effective participation in governmental processes essential to self-government.

The project is based upon assessments of Zimbabwe's manpower needs and utilizes local training institutions to the maximum extent possible.

Development Assistance Project  
Criteria (Loans Only)

N/A

- a. FAA Sec. 122(b). Information an conclusion on capacity of the country to repay the loan, at a reasonable rate of interest.
- b. FAA Sec. 620(d). If assistance is for any productive enterprise which will compete with U.S. enterprises, is there an agreement by the recipient country to prevent export to the U.S. of more than 20% of the enterprise's annual production during the life of the loan?

N/A

Economic Support Fund Project  
Criteria

- a. FAA Sec. 531(a). Will this assistance promote economic and political stability? To the maximum extent feasible, is this assistance consistent with the policy directions, purposes, and programs of part I of the FAA?
- b. FAA Sec. 531(c). Will assistance under this chapter be used for military, or paramilitary activities?
- c. ISDCA of 1985 Sec. 207. Will ESF funds be used to finance the construction of, or the operation or maintenance of, or the supplying of fuel for, a nuclear facility? If so, has the President certified

that such country is a party to the Treaty on the Non-Proliferation of Nuclear Weapons or the Treaty for the Prohibition of Nuclear Weapons in Latin America (the "Treaty of Tlatelolco"), cooperates fully with the IAEA, and pursues nonproliferation policies consistent with those of the United States?

- d. FAA Sec. 609. If commodities are to be granted so that sale proceeds will accrue to the recipient country, have Special Account (counterpart) arrangements been made?

3M (3) - STANDARD ITEM CHECKLIST

Listed below are the statutory items which normally will be covered routinely in those provisions of an assistance agreement dealing with its implementation, or covered in the agreement by imposing limits on certain uses of funds.

These items are arranged under the general headings of (A) Procurement, (B) Construction, and (C) Other Restrictions.

A. Procurement

- 1. FAA Sec. 602. Are there arrangements to permit U.S. small business to participate equitably in the furnishing of commodities and services financed? Yes
  
- 2. FAA Sec. 604(a). Will all procurement be from the U.S. except as otherwise determined by the President or under delegation from him?? Yes
  
- 3. FAA Sec. 604(d). If the cooperating country discriminates against marine insurance companies authorized to do business in the U.S., will commodities be insured in the United States against marine risk with such a company? N/A, there is no evidence of any such discrimination.
  
- 4. FAA Sec. 604(e); ISDCA of 1980 Sec. 705(a). If offshore procurement of agricultural commodity or product is to be financed, is there provision against such procurement when the domestic price of such commodity is less than parity? (Exception where commodity financed could not reasonably be procured in U.S.) N/A

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8. International Air Transportation Fair Competitive Practices Act, 1974. If air transportation of persons or property is financed on grant basis, will U.S. carriers be used to the extent such service is available? Yes
9. FY 1986 Continuing Resolution Sec. 504. If the U.S. Government is a party to a contract for procurement, does the contract contain a provision authorizing termination of such contract for the convenience of the United States? Yes

B. Construction N/A

1. FAA Sec. 601(d). If capital (e.g., construction) project, will U.S. engineering and professional services be used?
2. FAA Sec. 611(c). If contracts for construction are to be financed, will they be let on a competitive basis to maximum extent practicable?
3. FAA Sec. 620(k). If for construction of productive enterprise, will aggregate value of assistance to be furnished by the U.S. not exceed \$100 million (except for productive enterprises in Egypt that were described in the CP)?

**C. Other Restrictions**

1. FAA Sec. 122(b). If development loan, is interest rate at least 2% per annum during grace period and at least 3% per annum thereafter? N/A
  
2. FAA Sec. 301(d). If fund is established solely by U.S. contributions and administered by an international organization, does Comptroller General have audit rights? N/A
  
3. FAA Sec. 620(h). Do arrangements exist to insure that United States foreign aid is not used in a manner which, contrary to the best interests of the United States, promotes or assists the foreign aid projects or activities of the Communist-bloc countries? Yes
  
4. Will arrangements preclude use of financing:
  - a. FAA Sec. 104(f); FY 1986 Continuing Resolution Sec. 526. (1) To pay for performance of abortions as a method of family planning or to motivate or coerce persons to practice abortions; (2) to pay for performance of involuntary sterilization as method of family planning, or to coerce or provide financial incentive to any person to undergo N/A, no family planning activities are to be financed by the project.

sterilization; (3) to pay for any biomedical research which relates, in whole or part, to methods or the performance of abortions or involuntary sterilizations as a means of family planning; (4) to lobby for abortion?

- b. FAA Sec. 488. To reimburse persons, in the form of cash payments, whose illicit drug crops are eradicated? Yes
- c. FAA Sec. 620(g). To compensate owners for expropriated nationalized property? Yes
- d. FAA Sec. 660. To provide training or advice or provide any financial support for police, prisons, or other law enforcement forces, except for narcotics programs? Yes
- e. FAA Sec. 662. For CIA activities? Yes
- f. FAA Sec. 636(i). For purchase, sale, long-term lease, exchange or guaranty of the sale of motor vehicles manufactured outside U.S., unless a waiver is obtained? Yes

- g. FY 1986 Continuing Resolution, Sec. 503. Yes  
To pay pensions, annuities, retirement pay, or adjusted service compensation for military personnel?
- h. FY 1986 Continuing Resolution, Sec. 505. Yes  
To pay U.N. assessments, arrearages or dues?
- i. FY 1986 Continuing Resolution, Sec. 506. Yes  
To carry out provisions of FAA section 209(d) (Transfer of FAA funds to multilateral organizations for lending)?
- j. FY 1986 Continuing Resolution, Sec. 510. Yes  
To finance the export of nuclear equipment, fuel, or technology?
- k. FY 1986 Continuing Resolution, Sec. 511. Yes  
For the purpose of aiding the efforts of the government of such country to repress the legitimate rights of the population of such country contrary to the Universal Declaration of Human Rights?
- l. FY 1986 Continuing Resolution, Sec. 516. Yes  
To be used for publicity or propaganda purposes within U.S. not authorized by Congress?



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C E R T I F I C A T I O N

The Procurement Plan (Located on pages 31-32 of the Project Paper) was developed with full consideration of maximally involving Gray Amendment organizations in the provision of required goods and services and the project is appropriate for minority or Gray Amendment organization contracting.

  
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Scott E. Smith  
Acting Director, USAID/Zimbabwe

Date: 5/30/86

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APR 21 1986

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E.O. 12356: N/A  
SUBJECT: ZIMMAN II (613-0229) PROJECT PAPER - REDSO  
REVIEW

REF: NAIROBI 12480

1. SUBJECT PAPER WAS FAVORABLY REVIEWED ON APRIL 10, 1986  
AND REDSO/ESA DIRECTOR CONCURS SUBJECT TO

DUE DATE 4-22-86

ACTION TAKEN

- A) RLA CONCURRENCE.
- B) INSERTION OF LANGUAGE STATED BELOW IN ORDER TO ADEQUATELY ADDRESS GRAY AMENDMENT CONTRACTING.

(I) ON PAGE 5 NEXT TO LAST FULL PARAGRAPH, PLEASE DELETE QUOTE ITS DECISION AMONG OPTIONS FOR THE PARTICIPANT PLACEMENT SERVICES CONTRACT UNQUOTE, AND REPLACE WITH QUOTE A DECISION AT THIS TIME, IN ORDER TO RETAIN THE OPTION OF INCLUDING THE CURRENT CONTRACTOR IN COMPETITION; (II) ON PAGE 32, DELETE SECOND FULL SENTENCE STARTING WITH QUOTE CONSIDERATION WILL BE GIVEN UNQUOTE, AND INSERT THE FOLLOWING NEW PARAGRAPH AT THE END OF THE SECTION, BEFORE QUOTE C. COMMODITY PROCUREMENT PLAN UNQUOTE. PARAGRAPH AS FOLLOWS:

AS DISCUSSED ON P.5 OF THIS PROJECT PAPER (AND IN HARARE 0545), CONSIDERATION WILL BE GIVEN TO CONTRACTING WITH A FIRM WHICH QUALIFIES UNDER THE GRAY AMENDMENT. THE USAID/ZIMBABWE MISSION DIRECTOR CERTIFIES THAT THE PROCUREMENT PLAN WAS DEVELOPED WITH FULL CONSIDERATION OF MAXIMALLY INVOLVING SUCH ORGANIZATIONS IN THE PROVISION OF REQUIRED GOODS AND SERVICES, AND THAT THE PROJECT IS APPROPRIATE FOR MINORITY OR GRAY AMENDMENT ORGANIZATION CONTRACTING. HOWEVER, THE MISSION PREFERS TO DELAY A DECISION AT THIS POINT CONCERNING THE FOLLOW-ON TRAINING PLACEMENT SERVICES CONTRACT, IN ORDER TO RETAIN THE OPTION OF INCLUDING THE CURRENT CONTRACTOR IN COMPETITION.

2. REVIEWERS HAD SEVERAL OTHER COMMENTS AND SUGGESTIONS, AS DISCUSSED BELOW.

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A) FIRST, CONCERN WAS EXPRESSED THAT, GIVEN THE SCOPE OF THE PROJECT AND ITS MANAGEMENT REQUIREMENTS, A PERSON BE IDENTIFIED AND THE MISSION'S HRDO POSITION BE FILLED AS EXPEDITIOUSLY AS POSSIBLE.

- B) IT WAS POINTED OUT THAT, IN THE DEVELOPMENT OF THE EVALUATION SYSTEM, IN-COUNTRY TRAINING SHOULD BE INCLUDED AS WELL AS LOCAL CURRENCY SUPPORTED BURSARIES PROGRAM.

- C) ADDITIONAL COMMENTS OF AN EDITORIAL NATURE ARE AS FOLLOWS: (A) THE CODE NUMBER IN ITEM 4 OF THE FACESHEET SHOULD BE CHANGED TO 96; (B) WITH THE RECENT CHANGES MADE IN THE TEXT BY THE MISSION, THE PAGE NUMBERS IN THE TABLE TO CONTENTS WILL HAVE TO BE REVISED; (C) TABLE 3 CONTAINS A TYPOGRAPHICAL ERROR FOR CONTINGENCY FOR YEAR 1, WHICH SHOULD BE (DOLS.000) 66 AND NOT 96; (D) SUGGEST ITEM (D), SECOND LINE OF P.5, BE DELETED, AS THIS COMPONENT IS NO LONGER PART OF THE DESIGN. THOMAS

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