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PERSONNEL IMPROVEMENT IN  
THE KINGDOM OF SWAZILAND

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PERSONNEL IMPROVEMENT IN  
THE KINGDOM OF SWAZILAND

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## I. Scope of Work

Original task of consultant - to assist with analysis necessary for a PID for SIMPA's expanded agenda; to do supplementary analysis and research to determine what kind of aid should be given to SIMPA, including the kind of further research necessary for preparation of the Project Paper; and composition of the design team (see Appendix A).

On arrival there was considerable skepticism among the AID Mission staff as to:

- a) Whether the necessary authority would be available to SIMPA to carry out the mandate noted in the new terms of reference;
- b) Whether SIMPA should be the exclusive focus for U.S. technical assistance intended to improve the efficiency of the public service;
- c) Whether the general dissatisfaction with the Department of Establishments and Training by ministries was such that a project activity targeted only at SIMPA could be designed which could be justified in terms of expectations that it would succeed.

Hence, my revised mandate during the first week (March 24-29) was:

- a) To get the SIMPA Principal and E & T to clarify the terms of reference - especially with regard to the location in GOS of certain activities related to personnel management;
- b) To do some preliminary analysis - both documentary and survey - of the structures and functions of GOS related to manpower development in order that;
- c) A re-thinking within the AID Mission could proceed toward an appropriate response.

During the first week I worked closely with Bill Charleson and Gene Morris getting the implications of the SIMPA terms of reference identified and presenting them to the Principal of SIMPA, his staff and the principals in E & T. At a meeting with all principals of E & T, except the Director, on March 28, 1980, the GOS people asked us to assist further in clarifying the terms of reference by providing a list of functions relevant to manpower development, personnel and training so that they could identify in what part of GOS such activities actually took place. Those functions were developed in the form of a network diagram so the reader could identify the sequence of functions as well as whose (what department/ministry's) participation was relevant to what function and where (coordination). (Appendix B). Copies of the diagram and a verbal list of the functions were sent to Radebe, Similane, and Tshabalala on Monday, March 31st. (The diagram was used in subsequent interviews with E & T and SIMPA staff as part of an effort to assess awareness of the personnel function and the role of training.)

During the second week I interviewed relevant persons informally until clearance could be obtained from the Director of Personnel Management. I also digested the various previous reports and studies on manpower and personnel matters.

Though interrupted by the long Easter weekend, the final week was spent intensively interviewing staff of the Department of E & T and SIMPA. A debriefing was held on my last day at which it was agreed that my analysis and recommendations would be put forward in a report.

## II. Background to Present Personnel and Manpower Development Situation

When the independence constitution was suspended in 1973, the legal authority or basis for rules governing the public service was removed. Breakdown of discipline in the civil service, particularly with respect to matters one would identify with the personnel function, set in rather quickly. By 1975 a Commission of Enquiry was established to identify the structural and operational problems of the public service, a task which it undertook with conviction. The report of the Commission (hereafter referred to as the Wamalwa Report, February 1976) indicates that there was no interference with investigator's efforts to put forth a full, frank and comprehensive critique of the structure in place at the time.

In the broadest terms Wamalwa revealed that there was no clear personnel policy for GOS and that matters related to staffing were near chaos. Interalia, specific recommendations were made on all aspects of personnel management:

- o appointments, promotions and transfers
- o performance monitoring
- o appeal and grievance machinery
- o wage and salary administration
- o staff development and training

In the wake of Wamalwa a Public Service Reconstruction Committee (PSRC) was established under which the Standing

Job Evaluation Committee (SJEC) issued its own report in October 1976. That report tended to focus on grievances and anomalies in salaries and conditions of service. Because Government could not reconcile some of the recommendations coming out of Wamalwa on the one hand with those of SJEC on the other, the Institute of Development Management (IDM) was asked by the PSRC in 1977 to conduct a review of the two reports and do whatever further investigations were necessary to come up with a single, firm set of recommendations for reforming the conditions of service.

The IDM Report made 104 recommendations ranging from the very broad (e.g., calling for clear statements of personnel policy) to the very narrow (e.g., changing job titles and allocating them to different salary scales). Most of the Report's recommendations were accepted.

A. Acceptance vs. Implementation

What is important for our purposes lies in the gap between acceptance and implementation.

Most of the recommendations which have actually been implemented this observer would catalogue in the general category of wages and salary administration. The number of grades in the public service has been expanded to better accommodate distinctions among tasks for appropriate remuneration. Many, but certainly not all, of the annoyances and inequities which had negatively

affected morale (allowances, leave policy, inconsistencies in the size of salary increments, etc.) have been removed.

However, even in this category progress has been slow. The accepted recommendation to develop greater symmetry in pensionable terms and conditions from one part of the public service to another has become stalled (the consultant departed in frustration). The comprehensive set of central personnel records procedures is not yet in place, though the (also frustrated) UN Public Administration Advisor says that the records system he is designing will be implemented before he leaves in July, 1980. Procedures to rationalize overtime pay and standby allowances are being reconsidered a year after draft proposals were accepted.

With respect to reforms directed at other important aspects of personnel management such as job analysis, performance appraisal, staff development and training, and the appeals machinery, little has been done since the IDM Report was filed in 1977.

B. Staff Development

The need for a long range plan for developing

staff with competencies across the full range of personnel, manpower development and management services functions was identified (and accepted) in the IDM Report (Recs. 81-83, p. 47). It was also noted that personnel staff development should begin with a framework of experience in Swaziland and that the principal training should be done at home. A suggestive outline of a training plan was included (p. 48-49) and an annex was attached assessing positively the physical facilities in Swaziland to carryout the plan (p. 57). The only extra input needed would be training staff. The recommendations for the training were accepted and were to commence on 1 January 1978. Only the most perfunctory efforts have been made to implement this.

Also identified in the IDM Report was the desirability of building a personnel cadre. As the training program was implemented for central personnel staff it was recommended that "the incumbents of present posts of Executive Officers performing personnel work in the Ministries and Departments should be drawn into the training, and re-designated appropriately in the Personnel Cadre." (p. 49). Priority was to go to Agriculture, WP&C, Health and Education. That recommendation along with one calling for a "progress review"

to be conducted by the PSRC one year after the commencement of the activities was also accepted. (p. 50). Nothing in this respect has been implemented.

Cognizance of the need to explain the full scope of the personnel function to officers in the public service was also cited in the IDM Report. Moreover, it was recommended that seminars be held for senior officers on the subject, including the need to ensure that the terms of substantive positions held by expatriates be set out as having a "training and development responsibility" as well. So far nothing here has occurred either.

C. Job/Task Analysis and Performance Appraisal

The IDM Report also noted that "the need for careful attention to the work actually done and the content of job descriptions which purport to describe this work cannot be overstressed.

In most cases of dispute about job evaluation, the basic issue is accurate job information and the consistent interpretation of that information..."

(p. 53). The recommendation that "a planned maintenance programme for the job evaluation system be initiated, which guarantees the review of the job content of every post each three years and...provides for special requests for review

to be initiated by the employee, the proposed Directorate of Personnel or by Ministerial and Departmental officers"...was accepted. (p.53).

To be sure, "job description" is not necessarily the same thing as "job analysis", but the phrase "review of job content" every three years identifies a concept at the level of policy which can be clarified in the implementation. What is going on presently in the domain of job description or analysis is essentially ad hoc. Job descriptions for the Department of Establishments & Training have been drawn up by the Director of the Management Services Division. However, the Director of that unit indicates that similar descriptions are not available for all posts in the public service. "Schemes of Service", terms which relate job descriptions to level of skill required, standards of performance required for promotion, etc. have been asked for recently by the Civil Service Board, but they have not yet been prepared.

These will be done by the Management Services Division. However, such demands cannot be met in timely fashion due to the overload and diversion of the MSD from its other duties.

Performance appraisal has been implemented, but occurs on an intermittent basis. Senior officers who do the appraisal indicate that

they do not like the discipline of being formally critical of their subordinates. (The Principal of SIMPA observed that this phenomenon points to the need for training in staff appraisal skills.) Another drawback to the existing process is the form itself which dwells more on the traits and demeanor of the employee than on objective indicators of job performance. Finally, it is not clear how such appraisals are used by the Civil Service Board in promotions. Indirect evidence suggests that one of the major problems with morale and motivation in the service is the absence of any clear correlation between good performance and promotion (and conversely, poor performance and negative consequences). (See Hartzog, p. 12)

D. Training Needs Analysis

The identification of training needs - and related assessment of incumbent capabilities - are not capacities that now exist in GOS. Where such efforts have been undertaken they have been done by expatriates using varying degrees of rigor. For example, IDM tested the whole accountancy cadre (January, 1979) and recommended a graded training plan for accountants over five years. Ronson, taking a larger management perspective, reiterated

that training for accountants at middle levels of management was crucial, noting simply that "supply was unlikely to exceed demand" in the foreseeable future. (August, 1979)\*

Although not with a singular focus on the personnel cadre in either case, some training analysis has been done by both the IDM (1977), noted above, and by David Hartzog (1979), pp. 28-30, 34.

The more rigorous attempt at training needs identification across many levels was done by Hartzog. However, he categorized personnel by management function rather than by the common cadres making it more difficult to see how the numbers actually apply to specific departments in the GOS. He also got his estimates of the numbers of public personnel requiring training from estimates made by "top managers" he interviewed in the various units of government. Nonetheless his work is extremely valuable.

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\*Ronson saw his main task as adding a strategic perspective to the role of the accounting cadre in financial management generally and was more concerned with technical assistance in this whole area than just training for accounting officers, a perspective also recommended by this observer for the development of better personnel management,

Finally, it should be noted that the IDM will undertake a major training needs assessment of both the public and private sectors in May, 1980. As this will be a sample it might not be as useful for the personnel cadre per se as one would wish, but it is yet another set of needed empirical data for planning future training.

It should be noted however that the personnel, manpower development and management services functions are broader than the field of accountancy. That fact is important in terms of both the measurement of incumbent skills to perform certain personnel functions and the kind of training that is designed to address shortcomings. Different kinds of training will likely be required for different aspects of the personnel function. The measureable set of standards and gradings institutionalized in the accounting profession with a record of success in straightforward institutional training are more ambiguous in personnel.

### III. Assessment of Present Personnel Operations and Staff Capabilities...

The Department of Establishments and Training is the unit with responsibility for the personnel function in the Government of Swaziland. Establishments and Training is headed by a Minister of State, who reports to the Office of the Prime Minister. The chief executive of the Department is the Director of Personnel Management who is also designated Head of the Civil Service.

The Department has three divisions: Personnel Administration (formerly Establishments Control), Manpower Development and Training, and Management Services.

Most of the functions of personnel management are carried out by one of these divisions under the overall supervision of the Director. The exceptions are promotions and transfers, and the grievance machinery which repose in a Civil Service Board which is an advisory body to the Office of the Prime Minister.\*

In order to assess present personnel operations and get a general reading of staff capabilities I interviewed as many officers in the three divisions above the level of Assistant Personnel Officer as possible. The interview instrument is attached in Appendix C. Although the interview instrument was adhered to quite closely in discussions with the junior personnel, it became necessary to deviate from the instrument considerably as I moved up the ladder to the level of the Assistant Directors and the Deputy Director of Personnel Management. Consequently the presentation of findings is in narrative form, the "facts" as it were representing a consensus of several persons interviewed.

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\*The recommendation in the 1977 IDM Report that promotions and transfers be made an executive function of the Director of Personnel Management was one of the few not accepted. Nonetheless, it is commonly regarded as desirable to separate the recruitment, promotions and transfers decision making from appeals and grievance procedures in order to avoid the appearance of mixing the professional with the political.

A. Management Services Division (MSD)

The one relative bright spot in the Department is the MSD. The unit has some responsibilities for many of the functions of personnel management: job evaluation, grading for the PSRC, job descriptions, Schemes of Service, and recurrent manpower implications of capital projects. These are all in addition to ad hoc requests for job inspections related to special problems and requests from the Public Service Budget Committee to check out the validity of ministerial requests for additional posts.\*

The MSD gets involved in wages and salaries administration through staff reviews which should be done in the Personnel Administration Division (PAD) partly because coordination is useful, partly because the latter are not able to fully carry out their mandate. By default, through their job investigations, MSD also gets involved in training needs assessment, although it is the view of the MSD officers that the Manpower Development and Training Division (MDTD) has primary responsibility for training analysis in coordination with the personnel and training officers in the respective ministries. Turnover of staff in the PA and MDT divisions was constantly cited as a

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\*The quality of post submissions varies by ministry; often ministries will use temporary personnel to circumvent the two per cent ceiling on annual staff increments not based on demonstrated analysis.

reason for MSD having to cover some of their functions. The officers in the unit see themselves as a sub-cadre. They are trained on-the-job first and then go abroad for more training. They work in teams in their field investigations, and they like their work. Although the six Assistant Management Services Officers (two of whom are presently abroad) are quite young, most of them have a first degree which distinguishes them by and large from the personnel in the other two divisions. They know their work responsibilities and are able to articulate them.

On the negative side much of the actual management services, staff review, and other job analyses they undertake are ad hoc responses to what might be called crisis situations. There has been no systematic job analysis or job description writing, even for the four major ministries (MOA, MOE, WP&C, and MOH). In those departments and ministries where it has been done it has occurred on request by the agency or by the Office of the PM. Therefore the work of the division is not based on a calendar of previously planned activities; rather it is almost entirely reactive. (A portion of the activities of a service unit such as MSD must be on demand, but routine activities need to be planned.)

How has this relatively positive situation been developed and maintained? It appears to this observer that the orchestration of the development of this unit is due almost entirely to the efforts of the Director of the unit Mr. Geoffrey Wood. Because of his maturity and senior position in the Department and his ability to communicate the critical importance of the work of the MSD, Wood has been able to marshal the resources, the staff, and capture the loyalty of this group of officers whom he and his colleagues are molding into a competent management services staff.

One way Wood has been able to keep his staff is through his alertness to pending staffing changes. Another relates to the presence of an expatriate officer who doubles as an in-service, on-job training officer and who brokers subsequent professional training for members of the unit. Two of the Assistant Management Services Officers, for example, are presently in the UK on courses. These kinds of opportunities are arranged after a period of on-job training and experience as the junior member of a two man team in the field investigations. The stability of the unit might also be attributed to the very good relationship which obtains between the Director of the unit and the Director of Personnel Management.

B. Personnel Administration Division (PAD)

The PAD is responsible for the support services of the establishment. This includes wages and salary administration, pensions, allowances, housing, registry, personnel records, leave, etc. As the Assistant Director for the Division was reluctant to be interviewed privately, I interviewed him along with the Deputy Director of Personnel Management. I also interviewed a Senior Personnel Officer with a special assignment relating to the redrafting of the general orders. Unfortunately I was unable to interview the Principal Personnel Officer for the Division as she was out of the office during the limited time in which I had to interview personnel staff.

There are job descriptions for the three divisions of the Department. The assessment of those interviewed is that the junior officers do know in general what their responsibilities are. Although there is a consensus that the principal difficulties are with the MDTD staff, the staff in the PAD also need training in the procedures and functions of the division.

Lower echelon staff send far too much work up to the ladder. The top people clearly have too much to do as we all have witnessed first hand. That could mean that the lower echelon are reluctant to take decisions; at the same time it could also mean that the upper

echelon are unwilling to delegate. Complaints were also expressed about the ability of the registry staff to execute their function. There was mention once again of the two endemic problems: rapid staff rotation, and unfilled vacancies. Although both the Deputy Director and the Assistant Director for PAD expressed conviction about the need for a personnel cadre, for on-job training and for the need to fill vacancies in a timely fashion, I received no satisfactory answers as to why these problems persist. The impression left is more one of confusion rather than of political obstacles. All mentioned the hiatus between policy, even on procedural matters relating to things like allowances and filing, and the implementation of routine activities.

The Deputy Director also pointed out that there are still differences among the three divisions of the Department on matters relating to position classification or grading. Although the MSD's gradings have been adjusted to accommodate new university graduates at the sixteen level, there is no similar sixteen level available in either the MDTD or the PAD. This means that the latter two divisions are faced with a choice of placing new graduates in the position of Personnel Officer at grade fifteen which is unattractive to them and not consistent with what goes on with the

MSD, or in placing them in the Senior Personnel Officer category (grade seventeen) which the Deputy Director thinks is too high for a new graduate with no experience in personnel management.

The Deputy Director criticized the placement of promotions and transfers in the hands of the Civil Service Board rather than those being an executive function of the Director of Personnel Management. He observed that too often promotions and transfers occur without prior notification to the officer. The person affected often learns about the transfer over the radio or from friends. Although it was not stated specifically, the implication of much of what transpired between this interviewer and the Deputy Director of Personnel Management was that the Civil Service Board arrangements are perhaps more responsible for some of these problems than is the Director of Personnel Management himself.

At the same time one does not get the impression that the Director of Personnel Management is particularly constructive in his approach to solving such problems. The impression from aggregate interviews is that the Director of Personnel Management, himself, does not really know very much about the Civil Service personnel function. I would even risk the inference that the Chairman of the Civil Service Board being a

military man makes it unlikely that the Director of Personnel Management, also a military man, perceives the overall personnel function from the standpoint of a civil service orientation.

Unfortunately the interview with the Deputy Director of Personnel Management and the Assistant Director of PAD was cut short by an emergency meeting which they had to attend. Despite a number of attempts to resume what was a very productive dialogue, we were not able to get together again before my departure. The overall impression I had of the Deputy Director was that he knows what many of the problems are, is extremely frustrated by them, and would welcome any assistance particularly with respect to improving the quality of activity in the MDTD.

C. Manpower Development and Training Division (MDTD)

MDTD represents a recent consolidation of both in-service and pre-service training with manpower development activity generally. Although the Colclough and Digby study, Skills for the Future (1978), represents a systematic identification of future overall manpower requirements, there does not appear to be any manpower development planning taking place in this unit. Most of the activities in the Division relate to processing in-service and pre-service training for both the public and private sectors.

The training activities operate in two directions:

1. Training requests come from the respective ministries in an ad hoc fashion. MDTD is to find appropriate training opportunities to service stated needs;
2. The Division also receives notification of sponsored courses both at home and abroad and then seeks candidates for those courses.

In neither case is there any evidence of initiative taken by the Division itself. The AID Mission will understand the lack of capacity to prepare a training plan in the Division. Procedures to routinize the submission of requests from ministries for training are desperately needed. Problems of liaison between MDTD and the respective ministries are exacerbated by the lack of personnel officers in those ministries with the appropriate training. Moreover, persons designated as "training officers" do little more than pass on lists of names and schedule certain activities in most cases.

(See Hartzog, p. 18) No formal incumbent or training needs assessment is done either by MDTD or by the respective ministries. There is no procedure whereby the Division would review performance appraisal forms, for example, in order to identify training needs.

The acting Assistant Director for the Division (E. Simelane) is assisted by Principal Personnel Officers for in-service (K. Magagula) and pre-service (Mrs. F. Dlamini) training. Consultations with the three point to a number of problems. Vacancies in the Division persist, and frequent transfers continue to disrupt the work of the Division. Moreover, the employees of the Division generally are not equipped to handle their respective functions (with the exception of the Principal Personnel Officer for pre-service training). The senior officers referred to themselves in this respect as well as to their juniors.\*

The diagnosis by these principal officers focused on the lack of two sets of skills: the ability of the personnel/training officers in the respective ministries to screen and shape the training requests that come to the Division; and the capacity in MDTD itself to prepare manpower development and training plans. They implied they need training in these skills themselves.

A role ambiguity in the personnel cadre also emerged from these discussions. The actual behavior of those

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\*Only Mrs. Dlamini has higher education qualifications and training in the personnel function itself. She is quite effective in her job, but is extremely frustrated because the Division staff, overall, are incapable of providing the support necessary. She described the lack of cadre development as "disappointing" and intimated she would welcome a transfer.

designated as "training" officers within the personnel cadre is not distinct relative to that of those designated as "personnel" officers. Implicit in senior staff interviews was the view that the training officer was somehow a sub-cadre of personnel officer. At the same time they felt that training officers should be trained as trainers at SIMPA so they could contribute to the training of personnel officers. These views on the role of the training officers are inchoate and raise an issue common to the public service in Commonwealth African countries to be discussed further in the recommendations.

Another dimension that makes the Manpower Development and Training Division different from the other two is the range of services that MDTD must provide for the public. Much time is consumed in providing information for, and counseling with, potential students, the families of sponsored students, and the personal requirements of Swazi students studying abroad. The public demand on the time of officers handling pre-service training is substantial. At the same time it is a necessary activity in a face to face society; parents and relatives travel long distances in order to discuss matters personally with the staff and are extremely disappointed if they are not given personal

attention. Allowance has to be made for such realities in thinking about how the officers in MDTD are to execute their work.

With respect to pre-service training all candidates for any form of post secondary education are processed through the Scholarship Selection Board (SSB) which is made up of Members of Parliament, and representatives from the ministries of Economic Planning and Statistics, Education, and the University College of Swaziland. The staff of the Department of Establishments and Training attend SSB meetings as consultants. Approvals from the SSB are required for all sponsored students, regardless of the source of the sponsorship--a precondition for obtaining an international passport.

There are complaints from ministries that certain critical fields are being neglected in the allocation of sponsorship for training opportunities. This of course points to the need for a training plan. In the past a type of training plan was provided by Economic Planning and Statistics; the Scholarship Selection Board tended to work on that basis. However, since the Manpower Development Training Division was set up in 1976, there has been no training plan from Economic Planning and Statistics. This aggravates the problem of optimal allocation of educational resources.

Further frustrating the rational allocation of educational resources is the existing bonding arrangement the Government has with its sponsored students. The only bonding stipulation is that the sponsored student return to "Swaziland" for employment. The bonding statement does not specify "Swaziland Government". Thus many persons returning from officially sponsored training go to work for the private sector. Moreover, whereas a percentage of the loan that the student received for his/her training experience is normally paid back by way of a payroll deduction if the employee works for the Government, the returning student who goes to work for the private sector is not held so accountable. The Government has no legal claim on the candidate once he goes to work for the private sector.

A remedy for this is presently being considered by Parliament. The Colclough and Digby report (1978) recommended that a "training levy" be introduced whereby "all private and parastatal sector organizations (excluding education) would pay an annual sum to the Government for each expatriate worker in their employ." The revenues from this levy would be used to finance training scholarships for Swazi employees in such organizations. (p. xii). The Deputy Prime Minister/Minister of Labor introduced

a bill in Parliament in March, 1980 recommending the establishment of a National Training Council to coordinate public and private sector training and the introduction of such a training levy.

(The Times of Swaziland, 1 April 1980, p.1).

D. The Present Condition of SIMPA

Despite the assumption in the draft PID that the new terms of reference for SIMPA developed after September, 1979 are operational, there are a number of ambiguities and indicators that progress in implementing those terms is stalled for reasons quite other than external financing. For example, there are four or five vacancies (depending on how you count) at SIMPA at the moment. These same vacancies have existed since at least August, 1979 and quite likely previous to that. Despite the apparent approval of the new terms sometime between September and December, 1979 there has been no progress in the filling of such vacancies. According to the Principal of SIMPA, money is not the constraint.

Moreover, there continues to be confusion or ambiguity as to precisely what kinds of specializations need to be represented on the staff. On the cover sheet of SIMPA's submission to AID/S in August, 1979 it is pointed out that as of 1973 "all secretarial

and commercial courses were transferred to the Swaziland College of Technology". Yet on page two of the same document there are two SIMPA staff vacancies identified respectively as "commercial" and "clerical."

In examining the calendar of courses at SIMPA for 1980, there appears to be nothing sponsored by SIMPA per se on subjects other than postal training and accountancy. Most of the course calendar for 1980 is identified with the Institute of Development Management and covers a range of personnel courses. Past course calendars have included a broader range of course offerings. However SIMPA has always had to market its courses; direct linkage of the curriculum with a clear demand structure has never existed. With the exception of accountancy training, therefore, it appears that SIMPA is all but moribund at the moment.

Consultations with SIMPA staff and the Directorate of Personnel Management regarding implementation of the new terms of reference for SIMPA causes one to conclude that SIMPA is still quite clearly the child of the Department of Establishments and Training. The impression remains that SIMPA will have only such responsibilities as the Department chooses to give it.

The Director of Personnel Management knows that things are not working well and concludes that training is the solution. He knows that SIMPA is responsible to his office, that nothing is going on at SIMPA, therefore the training should occur at SIMPA. Consequently he wants SIMPA to be the focal point for US technical assistance; to provide SIMPA with the resources to execute its new mandate while initiatives and staff services implicit in the new mandate will still be managed by the Director of Personnel Management.

There is an assumption that the new array of skills and resources that an augmented SIMPA would represent will be used by the Department of E & T and other ministries. However, having examined the Department itself it would seem that such an assumption is unwarranted, or at least premature. There is no evidence within E & T nor among the staff of SIMPA of any strategic vision of the overall personnel function and how public service training fits into the array of activities which the Directorate of Personnel Management must perform.

The principal problem with the draft PID is that it assumes the new terms of reference and their implications are going to be fulfilled. As with the

other dimensions of the personnel function much of the policy is in place, but nothing in the way of execution seems to be on the immediate horizon. It seems to me that any long range assistance for the development of SIMPA must be combined with some strategically placed technical assistance in the Department of E & T itself.

The planning of a future SIMPA must be combined with strategic planning for: (a) a personnel cadre itself; and (b) manpower development generally. Consequently the recommendations which follow are based on a perspective which combines the need to rationalize the personnel function with the issue of an augmented SIMPA in the context of a strategic vision of the personnel function. Technical assistance in this large domain will have to take place in phases over a long period of time. The role of SIMPA in that evolutionary process will change from stage to stage.

Summary of Operational Problems

1. Recruitment/placement of unqualified people
2. Mis-assignment/utilization of trained people
3. Inefficient/wasteful rotation of personnel - including reassignment after training to post unrelated to training.
4. Misfit between authority and responsibility
5. Over centralization of authority/reluctance to delegate
6. Slowness to fill vacancies and to confirm persons acting in posts higher than their grade
7. Lack of clear job descriptions except in few cases
8. No comprehensive training plan or perspective on appropriate role for, or type of, training
9. Lack of clear objectives in functional operations of line ministries (making planning at program and task levels difficult) (see 7)
10. Training and trainer inadequacies for the public service
11. Lack of clear performance consequences - hence lack of personal motivation (see 7 & 9)

## RECOMMENDATIONS

IV. Perspective ...

If the goal is to improve the outputs and effectiveness of an organization whether it be SIMPA, the Department of Establishments and Training, or line ministries we should look for means of assistance that will affect the organization itself rather than focus exclusively on the individual performance of people within the organization. This suggests the need for work with a range of leaders or "doers" within the organization to generate a common commitment to constructive change. Two complementary sets of activities are required: (a) consultation of an organization development-type through which the leaders/doers can identify the problems and changes that need to be made, what changes are practicable, how they can be accomplished; and (b) changes in administrative procedures which will facilitate the improvements in organizational output which are sought.

With regard to the organization development consultation aspect the leaders/doers need to participate in the development of a strategic vision of the personnel function; the identification of the critical personnel/manpower development activities; and the identification of the kinds of skills they and their juniors do not now have which they must acquire in order to better execute their responsibilities. The NASPAA consultancy has been one iteration in establishing such a

dialogue and awareness within the GOS that civil service training is mediated and driven by the personnel function, and that the two are inextricably linked. The next phase should include resident consultants/trainers to help devise a "road-map" for improving personnel processes and staff development planning. Training then becomes a more powerful instrument of change when it is combined with this kind of process.

As regards "system" changes please note that I have suggested limited system changes in the area of personnel management. The structure which has evolved since Wamalwa (1975-6) is essentially logical and workable (with the exception of the awkward combination of functions reserved for the Civil Service Board). Needing attention are: procedural linkages between the Department of Establishments and Training and the line ministries, Economic Planning, and SIMPA; a focus on personnel cadre development; and clarification of the role of "training" officer. The objective should be to incrementally move toward certain procedural adjustments which will positively affect organizational outputs while producing the minimum interruption of essential organizational routines.

The on-site revision of the terms of reference of the NASPAA consultancy resulted in a focus on the shortcomings

of the Department of Establishments and Training. However, to now shift the design of technical assistance completely away from SIMPA to the central personnel operation will only perpetuate a chicken-egg dilemma. If the Department of Establishments and Training is the sole focus of a revised project effort the legitimate role SIMPA should play in the improvement of public service performance will lag and only have to be made up later. At the same time, if SIMPA is the exclusive target for technical assistance there is no guarantee the increased capabilities of SIMPA will be recognized and utilized. Therefore, I propose that a revised project should include a phased attack on both the central personnel operation and SIMPA.

A. Organization Development - Establishments and Training and SIMPA

1. A resident personnel/manpower development advisor should be strategically placed in the Department of Establishments and Training. The principal tasks of such an advisor would be to assist the senior cluster of officers develop and manage a comprehensive vision and plan for the personnel/manpower development operation.

The sub-set of activities that such an advisor would need to execute in order to achieve these goals include:

- to identify the leaders/doers in the Department and marshall their understanding and support in installing a strategic vision of the many aspects of the personnel/manpower development function;\*
- to work up an annual activities calendar with this leadership group for all three divisions which lays out the core clusters of events which involve intradepartmental collaboration as well as interaction with the line ministries;
- to work up a staff development plan\* for the three divisions specifying the type of training various groups/levels of personnel officers should have, when (schedule) and where. (The location of training will have to be based on certain assumptions about the concurrent development of SIMPA - see below).

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\*Preliminary observations would suggest that the core "doers" might include: J. Mngomezulu, S. Radebe, G. Wood, E. Hlope, F. Dlamini. Support from the Director would be necessary to allow this group to work together. (Mrs. Fakudze might be a doer; we did not meet).

\*In collaboration with a second USAID training analysis advisor (and the core group of doers).

- to manage, in collaboration with the Office of the Director of Personnel Management, the implementation of the above activities utilizing the commitment of the core leadership group.

The credentials of such an advisor should include:

- expertise in the personnel management function, with a broad orientation toward manpower development as opposed to the narrower bias toward the nuts and bolts of personnel administration. (This recommendation should not be taken to suggest a manpower/human resources planner. Such a position is now being created in the Ministry of Economic Planning and Statistics - an officer with whom the subject advisor would work);
- previous experience in personnel/manpower development in a commonwealth country;
- professional maturity and personal style that will permit the advisor to effectively carry out the organization development role;
- willingness to remain in post two years.

The advisor should be located so he/she has ready access to the Director/Deputy Director of Personnel Management. The present position of UN Public Administration Advisor is expected

to fall vacant in July, 1980. That position is located in the Department of Establishments and Training, but is not located in the Office of the Director. Although the right person might be able to make this arrangement work, it would be preferable to have the USAID advisor working out of the Office of the Director.

2. Since the division requiring the most intensive organization development work is that of Manpower Development and Training, it is desirable that a second advisor, a training analysis specialist, should have a split assignment between E & T (MDTD) and SIMPA. The principal tasks of such an advisor would be to assist with the execution of the division's mandate and undertake the staff development activities peculiar to MDTD. The advisor would be responsible for transferring the analytic skills necessary for training needs assessment, training plan preparation and job analysis to local officers. Certain of these skills could be transmitted on-the-job; others might better be mounted by the advisor at SIMPA.

The credentials of such an advisor should include:

- previous experience in Commonwealth government;
- experience in the range of staff development and training analysis skills;
- needs assessment;

- training plan preparation
- on-job and classroom training;
- instructional techniques
- consultative orientation

The training analysis advisor with the split assignment could assist with the organization development of SIMPA. In close liaison with the personnel advisor and the core E & T group he/she would play an important role in identifying problems and distinguishing skill deficiencies from procedural obstacles. Moreover, the training analyst can fulfill the role of "trainer" on a subsequent project design team (a recommendation in the draft PID) and provide a valuable perspective on the options open to GOS in the redesign of SIMPA.

It is clear that SIMPA is going to have to earn its new terms of reference. SIMPA needs an organization development "road-map" linked to the one for E & T. Since there are presently no leaders/doers at SIMPA, in my view, the local input is going to have to come from the E & T group and the PS level of the line ministries. The training analyst can begin this. However, a SIMPA plan will have to await the development of a series of options for a new SIMPA which is the mandate of the project design team outlined in the draft PID. (The timing and scope of work of the AID design team are discussed below.)

B. Procedural Adjustment: Establishments and Training

In looking over the summary list of operational problems which impinge upon efficiency in the public service ( see p.29) many problems are clearly not skill deficiencies - hence not remediable by training. Rather, many problems are of a procedural type which have the effect of inhibiting continuity, predictability, and the development of commitment and a professional esprit among peers in the civil service. When there are no apparent consequences for outstanding (or conspicuously poor) performance, no amount of training can compensate for the lack of motivation. If employees are transferred capriciously or remain in post less than the time necessary to learn to execute effectively the associated responsibilities, training courses at SIMPA will not help.

What must come from the process consulting carried out by the personnel advisor is a commitment from the top - the Director of Personnel Management and the Civil Service Board - to continuity, cadre development and the merit principle. This must be done through dialogue. Procedures can be tightened up indirectly by discussion among members of the leadership core in E & T and the Director, senior officers in the line ministries and with members of the CSB. When preparing the ground work for the introduction of the high level USAID advisor it might be necessary for the Director of the AID Mission to

explain the importance of such a consultation process between and among the parties with primary responsibility for manpower development. This is a means to securing the understanding and commitment from appropriate senior people. If this process is pursued carefully - but persistently - some of the procedural problems can be gradually overcome. (The exact timing of the introduction of the project design team should depend in some measure on how well the process consulting/organization development activity progresses.)

C. Procedural Adjustment: SIMPA

A common pattern in the life of public administration institutes is that they rapidly become institutionalized, self-serving and - with donor assistance - self supporting. In spite of the dynamic environment in which government must operate the institute quickly moves from a posture of development programming targeted at the on-job training requirements of government organization to maintaining its own ongoing operations.

A few measures which help to mitigate this tendency include:

- establishing an active advisory board of senior policy makers/managers representing the client organizations served by the institute. (The composition of the present SIMPA Working Advisory Board should be examined by the USAID advisors and design team;)

- selecting training staff from the corpus of experienced people in the government, rotating them between training and on-line operating responsibilities;
- putting more emphasis on consultation for operational activities than on research or policy analysis;
- integration of training with actual projects and development activities;
- follow-up monitoring of trainees and adjusting curricula based on knowledge so gained;
- budgeting funds for course development.

It is my opinion that SIMPA must continue to offer introductory, generic courses in the three basic areas of management - personnel, finance, supervision - as well as more narrowly focused, specialized courses tailored to specific needs of the common cadres. However, this is something to be decided by the GOS with the help of the USAID advisors and subsequent design team.

Another message for curriculum design which will derive from the organization development perspective (as opposed to an individual employee improvement approach) is the need to program for more than the transfer of management tools and techniques. Organizational capacity is also determined by the ability of public managers to work effectively with (and within)

a set of organizational relationships and structures, to make decisions and to solve problems under conditions of scarcity, change, even conflict.

This argues for broadening the scope of training curricula to include analytic skills for mapping the operating environment, organization analysis, decision-making approaches, the management of interpersonal relationships, and the use of training methods which emphasize real cases and problems to maximize learning. With respect to this aspect of a SIMPA training program the design team needs to examine what economies of scale might be afforded by collaboration with the Department of Political/Administrative Studies at the University college, Swaziland.

With the exception of accountancy, the staffing of the 1980 course calendar at SIMPA is being brought in from the relevant departments of government, e.g., post office, and the the IDM. The relationships between staffing and programs requires thorough examination by the design team, i.e., full time SIMPA staff, seconded staff and IDM staff. I would observe that SIMPA will need several different types of staff indefinitely:

- 1) Seconded staff - from specific units of GOS to mount specialized courses, who have had some training in instructional techniques;

- 2) Training Officers from the common cadres who will handle common cadre training but who will be rotated in and out of operating posts. Depending on both the level and locus of the training they will undertake (on-job vs. classroom) such officers will require training in appropriate consultancy or instructional techniques, and needs assessment. Note: in my view training officers should emerge from the common cadres; they should not come exclusively from the personnel cadre.
- 3) Resident staff to handle higher level professional and management training and consulting. Such staff must have substantial government experience. The temptation to allocate young personnel to SIMPA for development as permanent career trainers should be resisted. Senior, full time SIMPA staff must be people who have credible government experience as well as appropriate analytic training in the management sciences. Neither education nor experience should be a sufficient condition for a full time staff post. They will maintain exposure to operational activities via consulting. Obviously, there would be very few of these.

#### D. SIMPA/IDM

GOS sees IDM as an appendage of SIMPA - with the IDM program being an integral part of an overall GOS national training program. However, the IDM leadership perceives the relationship differently. IDM is to maintain a separate identity - and consequently a separate budget. However, IDM offerings in Swaziland are to be tailored to Swazi needs, mounted at SIMPA and coordinated with what is going on at SIMPA. The result of this difference is that since IDM is not budgetarily integrated with SIMPA, IDM courses cannot be funded via the GOS training vote.

So long as IDM insists on its own independent financing it must charge economic fees for its courses or entrepreneur donor funds. IDM is increasingly unsuccessful in obtaining financing in Swaziland. Consequently, its course calendar is disrupted and some very important competencies, especially in personnel management, are standing idle. This conflict has to be resolved by the Director of the IDM, the Director of Personnel Management of GOS, and the IDM Board, of which the latter is chairman.

It is true that fleshing out the demand for certain types of training, including certain aspects of personnel management, will emerge from the work of the two USAID advisors proposed above. However, it is useful in the meanwhile to seriously consider taking advantage of the proposed IDM personnel courses during 1980. That can be justified from two standpoints:

- (a) The IDM report (1977), the Hartzog Report (1979), and the IDM World Bank submission (1979) all include some training needs assessment, identifying both general and more specific training needs in the personnel area (see review in Section III of this report). Consequently IDM personnel courses are not based on an unidentified need.
- (b) This observer found that only one indigenous person in MDTD and PAD has had serious training in personnel which partially accounts for why virtually no one in E & T has an overall perspective on the scope of the personnel function. From this one must conclude that nearly everyone in the Department should be exposed to some personnel management course as soon as possible. It is perhaps only the more specialized aspects - job analysis, training assessment, pension schemes, etc., - that might wait until the two recommended USAID advisors are in place.

Recommendation: AID/S should underwrite selected personnel courses already scheduled by IDM for 1980 on the condition that the Swazi participants are all from the personnel cadre; alternatively AID/S should offer to contribute the necessary

financing to GOS for that (those) particular course(s) with the understanding that IDM staff will put the course on under the SIMPA flag. This action should be accompanied by signals to GOS that progress on the USAID/SIMPA project will depend on the resolution of the relationships of IDM to SIMPA.

#### E. Action

1. The two USAID advisors should be engaged as soon as possible. They do not in themselves constitute a project, but they can be construed as the first phase of a personnel improvement/SIMPA project, particularly the training analysis advisor with the split appointment.

2. Redraft the PID using language that recasts the project as one of organization development rather than institution-building. The perspective offered at the beginning of this section provides the conceptual framework. The draft PID provides a good part of the SIMPA focus - but the linkage with E & T must be established taking language and signals from this analysis/report. A revised PID should maintain the position (as did the draft PID) that the role of the PP design team will be to prepare a series of design options for GOS consideration - linking it once again to the organization development of E & T.

3. Although the draft PID suggested the design of these options should be complemented by a series of comparative studies of how things are done elsewhere in Africa (see

Annex B, pp. 1-5 of PID draft), in my view the auspicious selection of members for the design team would obviate the necessity for such studies. Those persons recommended below already know what is going on in the various public administration institutes of Africa with respect to:

curricula

training methodologies

certification alternatives

organization and staffing options

Africa-based resources include relevant institutional connections

public/private sector relationships

information systems

4. The revised PID should specify that the PP team will work out a strategy for personnel improvement through organization development for E & T and SIMPA together. A short term plan should also emerge from this work. Long range planning can come later.

5. Underwrite the personnel-related courses proposed for 1980 using one of the mechanisms suggested in Section IV).

#### F. The NASPAA Role

Under the terms of NASPAA's Cooperative Agreement with USAID we can assist the personnel improvement/SIMPA project in several ways:

1. Identification of persons suitable for the two USAID advisory positions;
2. Identification of persons suitable for the PP design team;
3. Assistance with the research cited in the draft PID Annex which would assist the design team should AID/S wish it, notwithstanding the observations made by the NASPAA consultant.

### G. Configuration of PP Design Team

In my opinion the make-up of the design team should include:

- a) the training analysis advisor already in place;
- b) a senior african administrator;
- c) a senior nonafrican administrator with considerable experience in executive training and institutions of administration in Africa (not a dean of a US college of public administration);
- d) AID design officer with experiences in public service training institutes in Africa or elsewhere in the developing world.

Recommendations for design team:

Senior African Administrator: Ladipo Adamolekun, University of Ife, Nigeria. Professor of Public Administration, Editor Quarterly Journal of Administration. Frequent management training consultant to other institutions in Africa and regional organizations, e.g., CAFRAD. He is experienced, bright, agreeable and a good team man.

Senior Non-African Administrator: Ian Mayo-Smith, Institute of Public Service, University of Connecticut, Hartford. A Briton whose working life has been spent in Greece, Nigeria, Kenya, Tanzania and the United States; he has been concerned with the development of managers in the public and parastatal sectors in developing countries for 15 years, author of numerous articles and papers on public administration and training and also a number of books and training manuals, including the "Kaduna Cases," the two volume K.I.A. Case Studies "Administration and Management in Africa", a labor dispute simulation, "The DESCO Dismissals" and, "A Modular Design for a Workshop in Cross Cultural Relations". He was a consultant to both the Ndegwa Commission (The Public Service Structure and Remuneration Commission) and the Wamalwa Committee (The Training Review Committee) in Kenya. He was educated at Cambridge and awarded the M.B.E. in 1967 for work in management training in Nigeria.

ORIGINAL SCOPE OF WORK FOR NASPAA CONSULTANCY

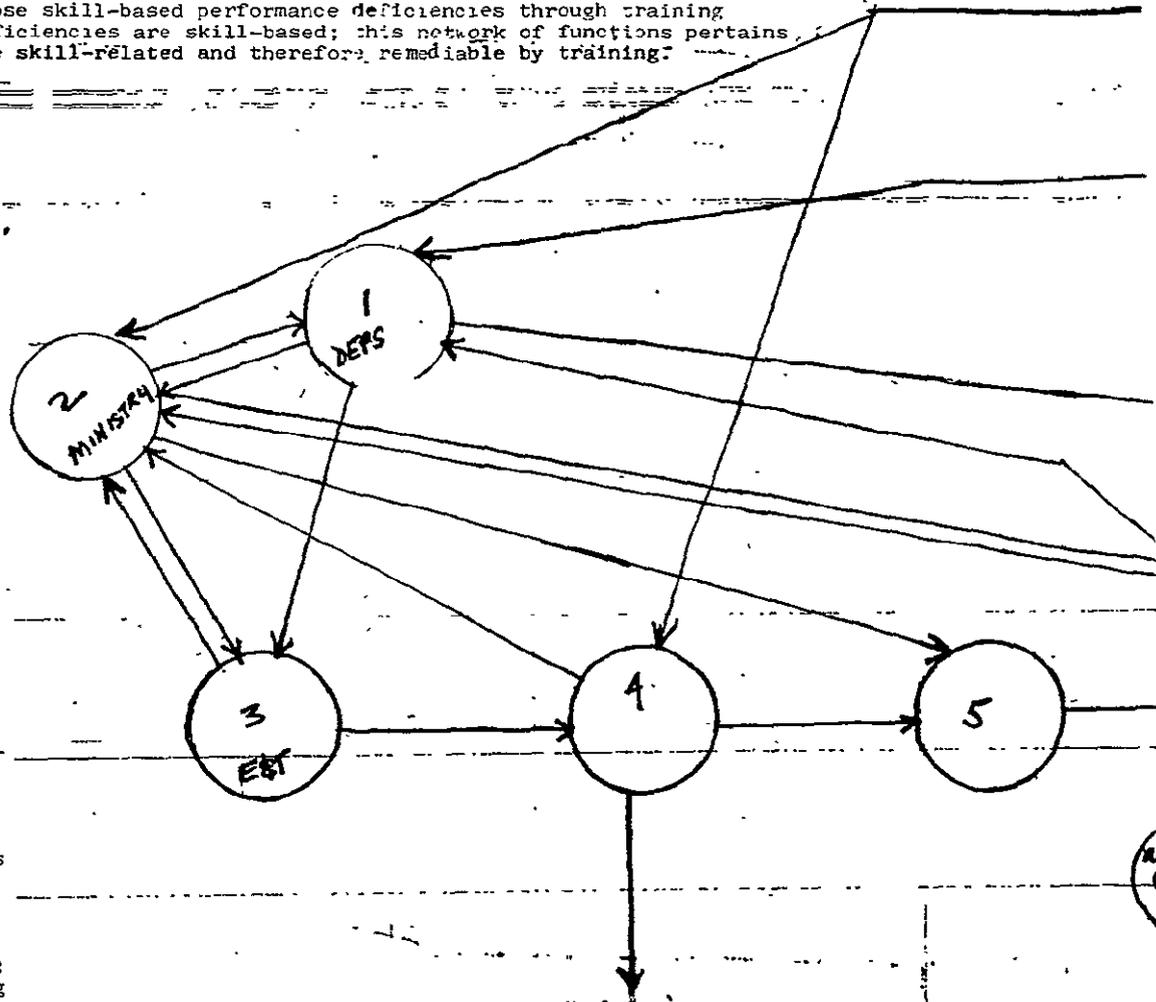
- A. Review GOS plans for SIMPA and make recommendations concerning the scope and role of SIMPA. Activities including the relationship between SIMPA and: (1) GOS ministries; (2) Other training institutions and; (3) The private sector.
- B. On the basis of the GOS final plans for SIMPA, identify end of project indicators that will reflect the successful development of SIMPA's institutional capabilities.
- C. Identify the types of courses to be developed and offered by SIMPA and the procedures required for the effective teaching of these courses. Determine the non-teaching outputs that can be achieved over the course of the project, such as research programs and seminars. Define the administrative needs that must be addressed internally by SIMPA.
- D. Identify the technical assistance and training required to achieve the outputs and objectives of the project (specify the technical areas for each as well as the necessary time frame and, in the case of training, the level considered appropriate for the trainees future role at SIMPA).
- E. Define commodity, equipment, and construction needs for SIMPA to operate effectively.
- F. Assist the GOS and USAID in defining SIMPA's role in determining the quote demand side unquote of the training efforts, that is, an analysis of such areas as (1) Training needs and the identification of specific areas of training; (2) Persons to be trained; (3) Positions to be upgraded or that require in-service training and; (4) Types of courses appropriate for GOS Training requirements.
- G. Review the proposed studies in the draft pid and make recommendations on the scope and timing of the studies.
- H. Assist USAID in defining skills required for PP design as well as scopes of work for PP team members.

# APPENDIX B -1

Goal: To increase operational efficiency of the public service  
 Purpose; To identify and remedy those skill-based performance deficiencies through training  
 Assumption! Not all performance deficiencies are skill-based; this network of functions pertains only to those which are skill-related and therefore remediable by training.

## FUNCTIONS

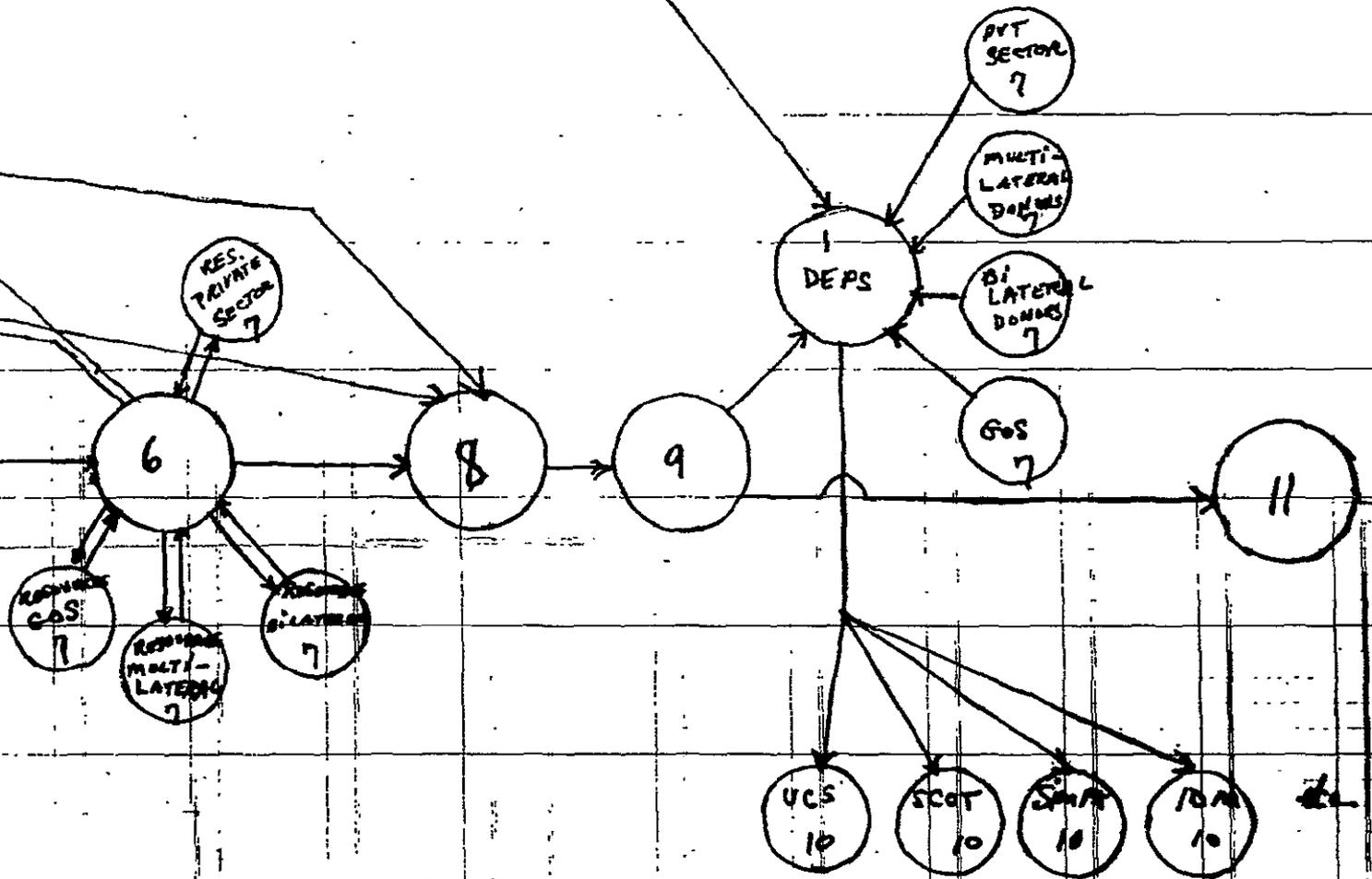
- 1-2 Ministry with EPS decides basic policy-what is to be done?, e.g., universal primary education, etc.
- 3 Task analysis of policy goals is done to translate tasks into manpower requirements - numbers & kinds.
- 4 Performance appraisal - personnel performance discrepancies identified & analyzed into skill/non-skill deficiencies.
- 5 Ministry agrees constraint is trained manpower; more tasks for incumbents; new staff needed, etc. (Training needs analysis)
- 6-7 Preparation of training plan -
  - a. Number, kinds, levels specified;
  - b. Resource analysis: financial, human, physical;
  - c. Coordination with donors and ministries.
- 8 Training Plan Approved
- 9-10 Resource allocation decisions: funding sources to training activities/centers.
- 11 Evaluation & Follow-up of Training - relating output to use and performance (see function 4).



Non-skill deficiencies;  
 not remediable by training;  
 require some other solution

### Examples of non-skill performance deficiencies:

- lack of incentives/motivation, e.g., no direct consequences for poor performance, etc.
- obstacles to task completion, e.g., inadequate tools, resources, contradictory directives, etc.
- lack of clear direction or feedback on what employee is to do, e.g., inadequate supervision
- poor organization, e.g., staff do not get paid on time



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## Personnel Survey - Questionnaire

April, 1980

- I. 1. What activities are you responsible for in your position?
2. Does a job description for your post exist? Have you seen it?
- Interviewer then selects one of the more important functions the respondent cited in 1 and asks:
3. Where does the request for action on \_\_\_\_\_ come from?
- 3a. What do you do with the request - what kind of activities do you undertake?
- 3b. Are there time constraints or deadlines on your work? Describe
- 3c. Are there delays? If so, what is the cause?
- (interviewer will not suggest these; wait for respondent)
- (1) Need for information \_\_\_\_\_
- (2) Need for approvals \_\_\_\_\_
- (3) Need to coordinate \_\_\_\_\_
- (4) Other \_\_\_\_\_
- 3d. If answer to 3c is (1), ask -
- Where does that information come from?
- What is the quality of that information when you get it?
- If answer to 3c is (2) or (3), ask -
- With whom do you coordinate your activities (or seek approval)?
- 3e. What would you recommend to reduce delays?
- II. 4. When a ministry embarks upon a new policy who (office) translates the policy goals into manpower requirements?
5. Who (office) undertakes job analysis? (Record distinction if response refers only to job description.)
6. Have you had a confidential performance appraisal interview in the past year? When was the last?

- 6a. Who (office) did that appraisal?
7. Are training plans prepared in this department?  
Where (office)? Describe the process.
- 7a. Is any assessment undertaken before a person is identified  
as needing training?
8. Do you have the equipment, conditions to allow you to  
perform your work efficiently? (calculators, phones,  
privacy, space, etc.)
9. What changes would make you a more efficient civil servant?  
i.e., how might the conditions of service be improved?

PEOPLE INTERVIEWED FORMALLY

Geoffrey Wood, Director, Management Services Division

E. Hlophe, Assistant Management Services Officer

N. L. Nxumalo (Ms.), Assistant Management Services Officer

S. B. Ceko, Assistant Management Services Officer

Ernest B. Simelane, Acting Assistant Director, Manpower  
Development and Training Division

K. Magagula, Acting Principal Personnel Officer, (In-  
Service Training)

F. Dlamini (Ms.), Principal Personnel Officer (Pre-  
Service Training)

S. Radebe, Assistant Director, Establishment Control/  
Personnel Administration Division

Mr. Ward, Special Assignment, Establishment Control

John Mngomezulu, Deputy Director, Personnel Management

M. J. Nsibanze, Permanent Secretary, Ministry of Education

Darrell E. Hockett, United Nations Public Administration  
Advisor, Department of Establishments and Training

Neil M. Campbell, Chief Economic Planning Advisor,  
Ministry of Economic Planning and Statistics

E. B. Tshabalala, Principal, Swaziland Institute of Manage-  
ment and Public Administration

PEOPLE INTERVIEWED LESS FORMALLY

C. M. Mkhonza, Undersecretary, Ministry of Works, Power and  
Communications, former Personnel Officer and Joint Secretary  
to the Wamalwa Commission.

William Hanley, Swaziland Country Representative, Institute  
of Development Management

Arthur Khosa, Permanent Secretary, Ministry of Agriculture

Jonathan Magagula, Permanent Secretary, Ministry of Justice

David Mtetwa, Assistant Managing Director, Tibiyo Fund, former  
Deputy Director, Personnel Management

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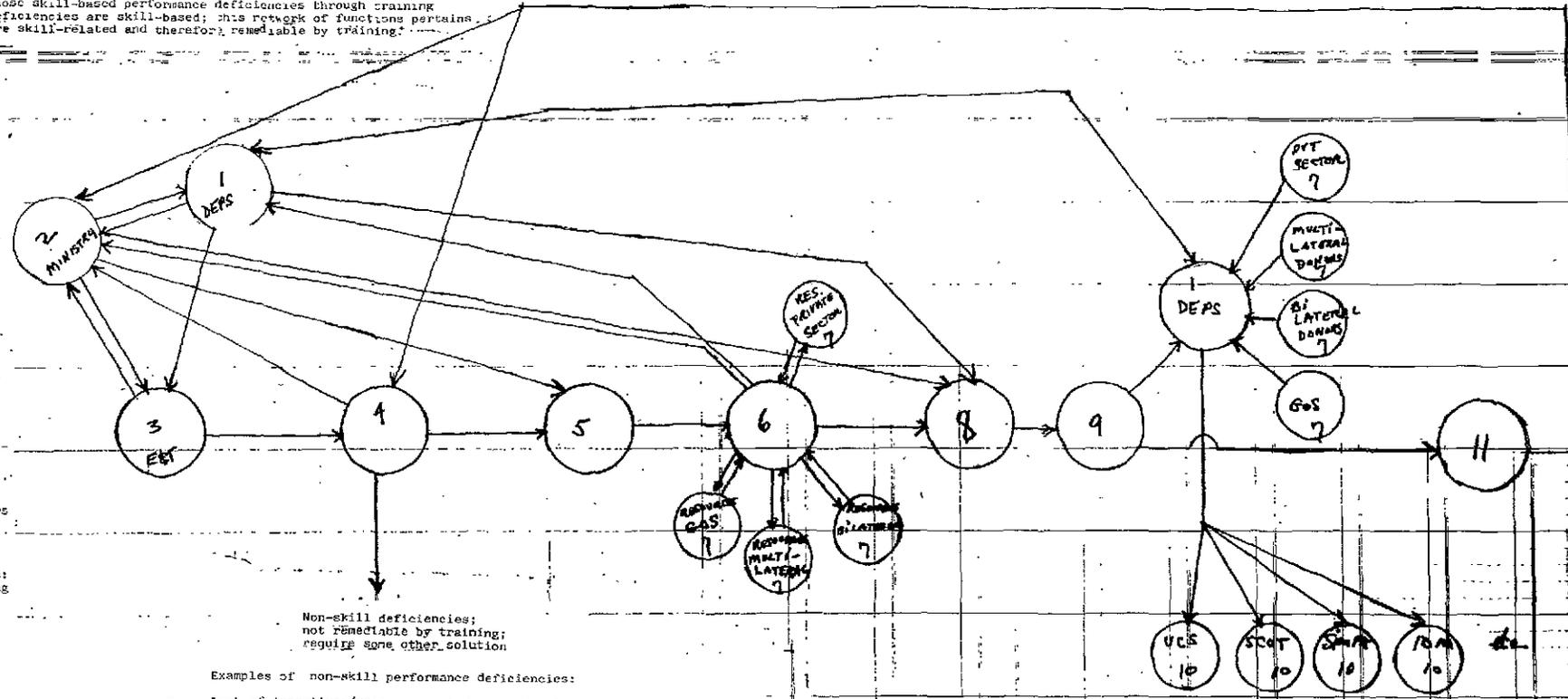
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APPENDIX B

Goal: To increase operational efficiency of the public service  
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- poor organization, e.g., staff do not get paid on time