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Survey of Human Resources and Institutional Development
Requirements in Malawi

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I. Executive Summary

Terms of Reference for the Survey

The U.S. consultants on the Survey Team were contracted to conduct a survey of Malawi's human resources and institutional development needs. They were assigned the following specific tasks:

- review existing manpower plans, studies and analysis of the recent human resources development history of Malawi,
- interview selected officials in key Government of Malawi ministries and departments, statutory bodies, and, to the extent that time allows, representatives of private sector companies,
- visit and survey public and parastatal institutions that offer degree and non-degree training in managerial, administrative, professional and technical occupations,
- discuss with officials at these institutions their current training capacities and any plans they have for qualitative and quantitative expansion in their training programs,
- prepare a survey report that: describes the historical development of Malawi's human resources and how the demands for administrative, managerial, professional and technical manpower have changed with economic growth, assesses current demand, analyzes capacity of local institutions to meet that demand, and recommends next steps for developing a strategy to address Malawi's human resources development and institutional strengthening needs.

The four-week Survey was a joint effort of the two consultants. The findings reflect their combined interpretation of the quantitative and qualitative information gathered. The recommendations represent their concurrence on the next steps to be taken in designing a project to be undertaken by USAID in cooperation with the Government of Malawi.

Acknowledgements

The USAID consultants, Dr. Rudi Klauss and Mr. Earl Yates, acknowledge with deep appreciation the able collaboration of the other members of the Survey Team: Ms. Lucy Chris Kaliu, Participant Training Office, USAID, Dr. Henry Ng'ombe, Department of Economic Planning and Development, and Mr. George Honde, Department of Personnel Management and Training. We (USAID consultants) fully recognize that without the orientation, direction and substantive advice that they provided, completing this Survey would not have been a manageable task. We also thank Dr. Richard Shortlidge, Assistant Director, USAID, for his guidance throughout the conduct of the Survey, and Ms. Jamilla Osman for her capable administrative assistance in producing this document.

Findings and Recommendations

In all sections of this Survey, except Executive Summary and Background, specific findings and recommendations are stated in the context of the various issues and institutions examined. The detailed findings and recommendations are presented and in a particular sectoral, institutional or occupational context. This summary provides the following abbreviated highlights of the Survey's findings and accompanying recommendations:

Finding: Existing or available data on manpower development matters is generally fragmented and dated.

Recommendation: That the GOM establish a requirement that would apply to all sectors to gather and maintain manpower data on an annual basis, and that it establish a mechanism whereby Government ministries and departments, statutory bodies and private sector organizations would submit manpower status reports and projections by occupational category on annual basis.

Finding: Limited manpower data does exist, but it is very difficult to find because there is no centralized source for such data.

Recommendation: That the GOM should establish a manpower information clearinghouse which would maintain records on the existence and location of relevant information and, to the extent possible, serve as a central repository for such information.

Finding: Although some GOM organizations have computer equipment, maintenance of data is done manually, causing substantial loss of staff efficiency.

Recommendation: That the GOM give highest possible priority to procurement of computer technology and training of staff to make maximum use of this technology in streamlining the Government's overall

information management effort, and the efforts were made to obtain expert services in information system planning and management.

Finding: Civil service career development is often characterized by rapid or frequent transfers from one post to another, minimizing opportunities for personnel to gain on-the-job experience, and for employers to take full advantage of such experience.

Recommendation: That civil service managers and career planners give as much recognition and consideration as possible to the value of experience as a training tool.

Finding: Few managers and administrators, despite economic sector or level of responsibility, have had training in management.

Recommendation: That the GOM increase the requirement for and provision of management training to all personnel having administrative, managerial and supervisory responsibility.

Finding: There is heavy reliance on short and long-term academic programs for training of administrators and managers, as well as professionals and technicians.

Recommendation: Explore and utilize as appropriate such management training approaches as performance-improvement-planning (PIP), modular training, and job rotation schemes as alternatives or supplements to more formal and traditional management training approaches.

Finding: The nature of the work done by organizations involved in small and medium-scale enterprise development requires that their personnel have administrative/managerial skills that are different from those required in most public and private sector organizations, which operate on a larger scale and for more sophisticated clients.

Recommendation: Administrators in such organizations as SEDOM and DEMATT have management training designed for the special needs of the work that they do and the clientele that they serve.

Finding: Prospective trainees, as well as personnel managers and training officers, show a marked preference for overseas training. Training in certain areas may, indeed, require overseas study. There is, however, considerable potential for increased utilization of Malawian education and training institutions.

Recommendation: Place greater emphasis on use of Malawian institutions if appropriate, accompanied by continued strengthening of the capacity of these institutions to produce graduates at the quantity and quality levels required by the public, statutory body and private sector workforces.

Finding: Significant progress has been made in recent years on the GOM's localization policy. Those positions now occupied by non-Malawians are higher level administrative/managerial or higher skilled professional/technical positions. Continued progress in localization will require a well-planned and sustained manpower development effort in all sectors, but will most likely require continued reliance on expatriate workers in certain occupational areas.

Recommendation: Public, statutory body and private sector employers should plan and manage their training programs so as to prepare Malawians in those identifiable occupations in which they are presently in short supply, but they must (or should) continue to employ expatriate personnel as necessary to avoid costly vacancies in critical staff positions.

Finding: There is continued high demand for, and low supply of, architects, computer skills specialists, engineers, professionals and technicians in medical and related fields, and veterinarians. The number of professionally and technically qualified Malawians in these occupations is very low. Even with large percentages of expatriates filling positions, there is a high vacancy rate in these occupations. The public sector is more seriously affected by these shortages than the private sector because of the latter's ability to offer much higher salaries, which results in large scale wastage in these occupations from the public to the private sector.

Recommendation: An operational recommendation here is very difficult. Most public and private sector employers interviewed agreed that there is no other solution to this problem than to train as many administrators, managers, professionals and technicians as the economy as a whole requires. While this is the common sense answer, and we can offer no other, we recommend that the proposed HRID project pay particular attention to this problem and that it seek innovative ways to address it.

Finding: The demand for professionally qualified accountants and accounting technicians far exceeds the supply. This was identified as a serious problem in the GOM's 1979 Manpower Survey, and it remains so today. The demand is so pervasive that there is intense competition between private sectors employers for these professionals and technicians. Again, there is serious wastage from the public to the private sector, and there is a high vacancy rate in accountancy positions in all sections of the economy.

Recommendation: That the highest possible priority be given to the training of Malawian accountants and accounting technicians, and that this include the allocation of additional resources to local institutions that offer training in accountancy at technician level or professional qualification level. Employers in the public sector and statutory bodies would benefit greatly from training of trainers programs that would enable them to upgrade the training skills of their existing staffs and, thereby, significantly increase their internal training resources.

Finding: Employers in the public sector and the statutory bodies need assistance in upgrading the training skills of their training sections and their technical staff, since it is often these in-house resources that provide the bulk of their in-service staff development.

Recommendation: That the GOM and USAID, possibly through the proposed HRID project, give added emphasis and commit more resources to development and implementation of training of trainers programs that could have a substantial multiplier effect in addressing economy-wide human resources development requirements.

Finding: The numbers and percentages of women participating in administrative, managerial, professional and technical positions in all sectors are markedly low. The notable exception to this phenomenon is in the occupations of Nursing and Home Economics, traditionally considered women's professions. Further, the numbers and percentages of girls and women enrolled in training programs and institutions that lead to administrative/managerial and professional/technical positions in the various sectors are also very low, perpetuating their present low level of participation.

Recommendation: It is recommended that USAID, in consultation with the GOM, consider this an area worthy of special attention, and, if appropriate, that the proposed HRID project give it high priority in its assistance to on-going and future human resources development programs.

Finding: There are numerous local training institutions producing graduates that become the country's administrative/managerial and professional/technical labor force. However, the capacity of some of these institutions to produce the quantity and quality of graduates that the economy demands is circumscribed by a lack of staff development opportunities and other institutional weaknesses.

Recommendation: That the design of the proposed HRID project give full attention and consideration to the institutional strengthening needs of the institutions that we examined in this Survey. Our findings on these institutions are presented in Section VI.

Suggested Next Steps

Given the enthusiasm with which this survey was received by virtually every public sector, statutory body and private sector official whom we interviewed, we suggest that the next steps in the project development process be taken as expeditiously as possible. We suggest the following:

1. That a joint review and consideration by the GOM and USAID of this survey report be initiated as soon as possible, followed by action to initiate the design effort, if there is agreement that the development of the project will proceed.
2. That USAID contract with a private firm to survey the private sector's more specific manpower development requirements and training capacities. This exercise itself could be made an opportunity to strengthen local institutions. We suggest that the contract to conduct that survey be awarded to a joint venture between the private firm selected and an appropriate department or applied research component in the University of Malawi system.
3. That a project design effort be mounted as soon as possible following completion of the private sector survey, and that the findings and recommendations of that survey, along with those presented herein, be included as a starting point in the project design team's terms of reference.
4. That the level of interest in the proposed project and the momentum gained to date be maintained by USAID and GOM efforts to keep interested organizations and institutions informed on the progress of the project's development.
5. That review of the project design document be undertaken as soon as possible, for the purpose of starting the implementation of the project during the present USAID fiscal year (October 1986-September 1987).

Limitations of the Survey

Time

The time allotable to carrying out all tasks specified in the Terms of Reference was four weeks. While this time allowed for coverage of the required breadth of the survey, it limited the depth with which it could be undertaken. The consultants carrying out the Survey had to strike a balance between pursuing every possible consideration relevant to an identified problem, and examining that problem only to the extent required to present as accurate an assessment as possible of the current situation.

Data

The data included in the Survey is the most reliable data available. However, conducting the survey reconfirmed three notable problems in gathering manpower data in Malawi. First, there is very little manpower data available at all. In the public sector in particular, but also in the private sector, maintaining quantitative manpower data does not

appear to be a systematically executed administrative task. This is most likely a result of the severe shortage of personnel with sufficient quantitative record-keeping skills to develop and maintain reliable databases. Contributing to this problem of unavailability of data, however, is the lack of centralized repositories for the data that does exist. As will be noted in the Findings section, there is no GOM information-clearing house or data resource center. Further, there are no such central data sources at the departmental level of government. Data relating to the operations and programs of a particular ministry is likely to be maintained, if maintained at all, by the separate departments or subordinate organizations of that ministry. Finally, compiled data are sometimes not available because the report or study in which it is included remains under consideration by the GOM. This problem was not insurmountable but necessitated a persistent search for the data needed to provide the quantitative indicators required by the Survey.

The second problem is that the little manpower data available is often very dated. These data are often available only because they have been gathered out by special task forces or study teams. These special efforts are usually directed at a particular functional or organizational area. For example, there may be a study of the demand for engineers in the Ministry of Works and Supplies or a "Report of the University Manpower Assessment Committee" for a given period. There are very few comprehensive data-gathering efforts. The only notable exception to this is the 1979 Manpower Survey, carried out during the first quarter of that calendar year by the Office of the President and Cabinet (OPC), Government of Malawi (GOM). It is unfortunate for this Survey that a current and comprehensive national manpower needs assessment, which was just begun in November 1986, will not be completed until about October 1987. That 12-month assessment is being carried out on behalf of the GOM by the International Labor Organization (ILO).

The third problem with the quantitative data gathered is that it does not reflect the quality of the staff personnel, students, or trainees in question. This may be more a problem of the scope of this Survey than of the general lack of data, i.e., even if such qualitative measures as personnel effectiveness reports and student/trainee grades were available, the time and resources allotted to the Survey would not have allowed for examination of such information in the disaggregated form in which it would surely be maintained. In any case, it should be kept in mind that indicating a certain number of managerial, administrative, professional or technical personnel gives only a partial indication of the extent to which the manpower requirement in question is being met because the numbers do not reflect quality. Still, combined with sufficient qualitative data, the available quantitative data provides a sound basis on which to base the survey's findings and recommendations.

Reservations in Interpreting the Quantitative Data

Most of the data found and included in the Survey provide reliable measures or indicators of the manpower demand or supply question being

discussed. In some instances, however, the data can be misleading if qualitative considerations are not factored into the conclusions drawn.

One such instance is interpretation of data regarding employment of expatriates. In the staffing of public and private sector organizations, the numbers will show that expatriates occupied in 1979 only 5.2% of employed persons in all sectors. Of all non-Malawians employed in 1979, 83% were in the private sector, 14% in Government, and 3% in statutory bodies. These percentages, however, are based largely on the number of expatriates who hold a Temporary Employment Permit (TEP). There is some indeterminate number of expatriates holding substantial public and private sector positions who do not require a TEP. These include persons who enter the country on Temporary Residence Permits to work in specialized fields for a period not to exceed six months. Such persons are known to occupy high-level staffing positions - for periods not to exceed six months per temporary visit. Determining their numbers and specifying those positions, given the data-gathering difficulties discussed above, was not within the reach of this Survey.

A second category of expatriates who may work without a TEP includes those who hold "Deemed to belong to Malawi Status." These are persons who resided in Malawi prior to Independence and remained in Malawi for at least seven years following Independence, holding non-Malawian (usually British or Commonwealth) passports. Because these persons do not require a TEP and do not have to report their employment to Malawi's immigration authorities, there is no way to determine what positions they might hold in the public and private sector work forces. To the extent that they do hold such positions, this adds an unknown number of non-Malawian personnel to the workforce. It should be noted that the GOM recently repealed the legislation that granted the "Deemed to Belong to Malawi Status," and those in that category will have to apply for a TEP if they are employed in the workforce in Malawi.

Another reservation regarding expatriates is that the positions that they occupy give them decision-making authority that is far greater than their relatively low numbers would suggest. The positions occupied by expatriates are almost invariably top-level managerial, administrative, professional and technical occupational areas. Indeed, these expatriates are in those positions because sufficient numbers of Malawians with the necessary training and experience to occupy them are not yet available. The GOM's policy of localization, aims to replace expatriates with Malawians as the latter get the training and gain the experience necessary to staff these high-level positions.

Another area in which data must be considered with reservation is consideration of establishment figures. The number of personnel shown in the establishment, i.e., the authorized staffing pattern, of a public sector administrative or operational unit may suggest that the unit has an adequate level of authorized staffing. However, once the establishment is set, on the basis of the unit's requirements at that point in time, it is reviewed and revised only infrequently. There is

often a significant lag between an increase in the unit's responsibilities and work requirements and the reassessment and revision of the establishment. Therefore, existing establishment figures may not completely reflect the current manpower development needs of the unit being surveyed.

Focusing the Survey

USAID/Malawi's Strategy Framework

The overall country strategy is defined in USAID/Malawi's FY 1986 Country Development Strategy Statement (CDSS), April 1984. The strategy was refined by USAID/Malawi during 1985 and 1986, and is reflected in the FY 1988 Annual Budget Submission (ABS), June 1986. As stated in the ABS, USAID/Malawi's strategy is focused on four major development problems that impede sustained growth. Those problems are as follows:

- low smallholder agriculture productivity, limited rural income and off-farm employment opportunity;
- critical shortage of financial resources, both foreign and domestic;
- overall poor health standards, especially among children, and high population growth rate; and
- insufficient technical, development planning, analytical and management capacities in both the public and private sectors.

Role of Key Government Units

It was recognized by USAID/Malawi before the survey that a few key GOM ministries are critical in carrying out the overall strategy. Further, USAID believed that certain GOM departments would be equally critical to achieving the envisaged goal and purpose of the planned Human Resources and Institutional Development (HRID) project.

The Ministry of Agriculture and the Ministry of Trade, Industry and Tourism, and the Ministry of Finance exercise GOM responsibility for most USAID project activities. Consequently, the Survey was to pay particular attention to the manpower development and institutional strengthening needs of these ministries and their subordinate organizations. The Ministry of Agriculture and the Ministry of Trade, Industry and Tourism are discussed in Section VI.

In addition, USAID believed that another ministerial level organization, the Office of the President and Cabinet (OPC), and two of its departmental units, the Department of Personnel Management and Training

(DPMT) and the Department of Economic Planning and Development (EPD) would have key roles in carrying out the HRID project. The survey was to examine the likely project role of these departments and to assess their manpower development and institutional strengthening needs.

The Survey was designed to identify, therefore, those specific human resources development problems and institutional weaknesses that most impede the achievement of country development strategy objectives and project goals and purposes. Using the overall country strategy framework and the role of key GOM organizations as the focus of the Survey ensured that: 1) it would be manageable within the time that could be allotted to carry it out, and 2) the findings would be directly relevant and useful to USAID's portfolio of existing and planned projects.

Process/Approach for Conducting the Survey

The approach or process for carrying out the Survey in accordance with the stated Terms of Reference was as follows:

Representatives from USAID, DPMT, and the Treasury met in September 1986 to begin planning the design phase of USAID's Human Resources and Development (HRID) Project. During a subsequent meeting, held at DPMT on October 23, it was decided that a consultancy study should be undertaken to do the pre-design information gathering and a needs survey. This survey would serve as the point of departure for preparation of the Project Identification Document (PID), required by AID to obtain approval to design the project. Recognizing the lack and inadequacy of data and information available, it was decided that some general compiling of information should be done in preparation for the consultancy study, which was to be carried by a Survey Team. Consequently, a Technical Committee was formed to solicit from the appropriate organizations as much available information as possible before the arrival of the U.S. consultants, who would participate on the the Survey Team. The Technical Committee was comprised of the following members:

- Mrs. M.M. Nyirinda (Chairperson), Economic Planning and Development
- Mr. A.F. Kamlongera, Education and Culture
- Mr. P. Chitedze, Education and Culture
- Mr. S.B. Namagoa, Ministry of Labor
- Mr. Noel Kulemeka, DPMT
- Dr. Henry Ng'ombe, Economic Planning and Development
- Ms. Chris Kaliu, USAID
- Dr. Richard Shortlidge, USAID

The Survey Team consisted of two U.S. consultants, a USAID direct-hire Malawian (Participant Training) officer, three GOM officers - one from DFMT and two from EPD. The combining of U.S. consultants, a USAID direct-hire officer and GOM officials produced a team that was not only professionally prepared to conduct the Survey, but also fully informed of and sensitive to the program priorities of the GOM and USAID. The Survey Team was charged with carrying out the following specific tasks:

- reviewing as many available and relevant secondary sources (previously conducted analyses, reports, studies, surveys) as possible.

- interviewing GOM officials in the line ministries that are critical to carrying out projects that achieve the objectives of USAID/Malawi's country strategy, the central management and planning ministries that would have key roles in implementing the HRID project, the relevant GOM training institutions, statutory bodies (parastatals), selected private sector organizations, and other donors involved in Malawi's human resources development. Interviews were conducted in Lilongwe, Zomba and Blantyre. Interviews were conducted with the International Bank for Reconstruction and Development (IBRD), the European Economic Community (EEC), the United Nations Development Program (UNDP), the United Kingdom's Overseas Development Administration (ODA), and the British Council. The interviews were helpful in clarifying the overall external assistance context in which donors are attempting to address Malawi's manpower development and institutional strengthening needs. A list of all interviews conducted during the Survey is included in Attachment 1.

- preparing a Survey Report that attempted to identify weaknesses in the human resources capacities within the public and private sectors, analyzed private and public sector institutional capacity to address the human resources requirements through pre-service and in-service training, and prescribed a strategy for addressing the human resources and institutional strengthening needs of Malawi.

II. Background

Historical Development of Malawi's Human Resources

In the nearly 23 years since Malawi became independent, the country has grown and evolved considerably. This is particularly true with regard to the development of its human resources. Some basic data on certain dimensions of these changes are shown in the table below:

	<u>Table 1</u>	
	<u>1963-1966</u>	<u>1980-1985</u>
population	4 Mil. (1963) ¹	6.6 Mil (1983) ²
adult literacy rate	12.3% (1966) ³	32.3% (1983) ³
% primary age children in school	44% (1965) ⁴	65% (1985) ⁵
% secondary age children in school	2% (1965) ⁶	4% (1982) ⁶
% government budget spent on education	less than 3% ⁷ before independence	10.7% (1984/5) ⁸

Sources

1. Malawi Population Census, 1977, Vol 1, p. 18, National Statistical Office (NSO).
2. World Development Report 1985, Annex, Table 1, p.174.
3. Economic Report 1986, p.79.
4. World Development Report 1985, Annex, Table 25, p.222.4.
5. Education Statistics 1985, MOEC Planning Unit, p.36, Dec. 1985
6. World Development Report 1985, Annex, Table 25, p.222
7. Ibid.
8. Malawi The Development of Human Capital, IBRD Report dated May 8, 1981
9. Education Statistics 1985, MOEC Planning Unit, p. 76, Dec. 1985

There have been considerable changes in many other aspects of the socio-economic environment as well. Overall, such changes have created a number of imbalances and problems which inhibit the systematic growth and development of the country.

Of special note is the growth in population in relation to economic growth. International and domestic factors during the past 7-10 years have resulted in lower growth rates in the economy than had been hoped. International factors have included: the worldwide economic

stagnation/depression during the late 70's and early 80's; dramatic price increases in critical imports (e.g. oil, manufactured goods, agricultural inputs); increasing transport costs for imports and exports on the trade routes to the Indian Ocean (which has resulted in an increase in the CIF on imports from about 20% in the 1970's to 40% in 1984). In addition to these exogenous factors, the continuing reliance on traditional agricultural practices, periods of drought, rising costs of inputs, import dependence of industry, and lack of export diversification have hampered the development of a more balanced and expanding economy. Moreover, the high birth rate (near 3.0%) has meant that increases in economic growth have to a large part been offset by the growth in population. (For a more extensive discussion of economic factors, see Malawi Economic Recovery: Resource and Policy Needs: An Economic Memorandum, IBRD, October 4, 1985)

The difficulties faced by Malawi internally and internationally are not unlike those of many neighboring countries, and in a comparative sense, the country has managed to maintain a steady if less than desirable rate of progress across most sectors of the economy. Nevertheless, Malawi starts from a lower base of economic well-being than most of its neighbors, as shown in the table below. In per capita terms, it ranks very low, although its average annual growth rate during the past several years has been better than that of many of its neighbors.

Table 2

<u>Country</u>	<u>Per capita GNP (1983 U.S.\$)</u>	<u>Avg ann. growth 1965-83</u>	<u>Pop (mil) (mid 83)</u>	<u>% in primary school (1982)</u>	<u>% secondary school (1982)</u>
Malawi	210	2.2	6.6	62	4
Uganda	220	- 4.4	13.9	60	8
Tanzania	240	0.9	20.8	98	3
Kenya	340	2.3	18.9	104	20
Mozambique	---	-	13.1	104	6
Lesotho	460	6.3	1.5	112	20
Zambia	580	- 1.3	6.3	96	16
Zimbabwe	740	1.5	7.9	130	23

(Note that the primary school percentages can exceed 100% because some pupils are below or above the country's standard primary school age.
Source: World Development Report 1985, Annex, Tables 1,25, 27)

Though the average annual economic growth rate in Malawi has been quite modest since Independence (an average of 2.2% during the period 1965-1983), the increasing complexity of the economy has made it more difficult to manage. At the same time, the expansion of existing institutions, establishment of new ones, the introduction of new technologies in various sectors, and the involvement of numerous donor organizations in the implementation of development projects has presented a major challenge to Government in providing the necessary leadership to manage the economy properly. The demand for well trained human resources to participate in and drive the economic development of the country is extensive, and continues to outstrip the availability of qualified personnel in selected critical areas.

Growth of Human Resources Development

Most studies of the human resources development situation in Malawi agree that this area needs to be a major priority in the overall development strategy of the country. The source of this problem can be traced back to the colonial period when the financing of education was left largely to missionary groups who had very limited amounts of funds for such work. To the extent that the Colonial Government provided funds for education, such funds were distributed to European children in preference to African children by a ratio of 177:1. In addition, the curriculum was very limited and did little to prepare the majority population as an educated labor force. (Source: Malawi The Development of Human Capital, IBRD: May 8, 1981, pp. 1-2)

Since Independence, major structural and policy changes have resulted in greater government control over education. This has resulted in substantial increases in the allocation of resources to this sector. The level of funding has continued to grow in absolute as well as relative terms. In the period from 1975 to 1985, for example, the amount of money spent on education increased from 13,052,000 MK to 59,249,000 MK (revenue and development expenditures combined). In percentage terms this represented an increase from 8.5 % to 10.7 % of the total government budget (Source: Education Statistics, Malawi, 1985, Table 63, page 76. Note: the 1985 figures are revised estimates.)

Nevertheless, Malawi still has a long way to go in meeting the growing demand for educational opportunities within the society. In the area of primary and secondary level education, for example, the percentage of children enrolled in schools of these age groups is still quite low. While in the early years of Independence this situation did not create major difficulties for the economy, in recent years there are some indications that the demand for JC (Junior Certificate) and MCE (Malawi Certificate of Education) level graduates may be starting to create a strain on both government and the private sector. (Source: An Analysis of Malawi's Manpower 1979 Survey, IBRD: November 6, 1980) Moreover, the changes and evolution of the economy since Independence have also required a changing mix of human resources skills not fully available among the Malawian population. As a result, the country has continued to

call on expatriates to fill key technical and managerial positions within the Government, statutory bodies, and the private sector.

Policy Factors Affecting Human Resources Utilization and Development

There are a number of policy level factors which contribute to the human resources development picture in Malawi.

Gradualist Approach to Expansion of the Formal Education System

Since Independence, the Government of Malawi has pursued a gradualist approach to expanding its formal education system. In its education plan for 1985-1995, the intent is to increase the percentage of primary school age children attending school from the current level of approximately 65% to 85% by 1995. For the secondary school level, however, the target is much more modest - a projected increase from approximately 4% to 5%. This reflects a clear government policy that "secondary education opportunities will remain geared to serving economic development rather than social demand." (Education Development Plan 1985-1995, A Summary, MOEC, p. 5)

Role of the Private and Public Sector as Employers

Employment in the public sector has grown quite extensively since Independence (from about 10,700 in 1964 to approximately 46,000 in 1985), but, in a relative sense, this represents a small percentage in the overall economy. In fact, this percentage has been gradually declining in recent years. For example, in 1977 the government employed 22.2% of paid workers in the economy. By 1984, this percentage had dropped to 20.7%. (See Employment and Earnings Annual Report 1982-84, National Statistical Office (NSO), Table A, for 1984 data, and Reported Employment and Earnings Annual Report 1977-79 for the 1979 data. Note that percentage calculations for the private sector include statutory bodies and commissions, along with private firms and corporations.) During the past few years, there has been a general freeze on Government employment overall and, as a result, the above figures are unlikely to have changed. In short, the substantive growth in employment opportunities will come in the private sector.

Localization Policy

Since Independence, the Government of Malawi has maintained a policy of localizing positions in the public and private organizations at a pace which minimizes loss of efficiency and organizational performance. Specific progress toward this end is hard to measure since systematic surveys have not been carried out on a continuing basis. However, various figures suggest that over time there has been a gradual increase in Malawians taking over positions previously held by expatriates. This seems to be particularly the case in the lower level positions within

organizations. This pattern has been substantiated in the 1971 manpower survey which found that in the existing stock of high and intermediate level manpower (HLMP), localization in the lower occupational categories was 85% compared to the senior occupational category where the rate was 22%. (Source: Malawi Education Sector Survey, IBRD, February 23, 1978, Appendix V, p 13.) Data from the same source indicate that the rate of localization was much greater in the public sector (95%) as compared to the private sector (69%).

A more recent study indicates that as of 1979 non-Malawians made up 5.2% of all employed persons across sectors. Eighty-three percent of these persons were in the private sector, while 14% worked in the government and 3% in statutory bodies. Of particular note was the heavy concentration of expatriates in administrative and managerial positions, where nearly 43% of the total employment was made up of non-Malawians. Moreover, there was also quite a high vacancy rate in this category (32.5%).

While it can be argued that in general the progress in localization has been considerable, it should be noted that in terms of the types of positions held, the few remaining expatriates continue to occupy critical positions in the economy. Filling these remaining positions with Malawians should continue to be a major concern of the Government.

Recent Policy Developments

Within the past few years the Government of Malawi has been giving increased attention to the general problem of meeting its changing human resources requirements and has initiated a number of policies which should help to address key problems. As noted before, there has been a clear decision to increase the numbers of children attending primary and, to a lesser extent, secondary schools. In addition, the University of Malawi system is targetted to increase student enrollment from 2,000 in 1984/5 to over 4,000 by the mid-1990's. (Source: Education Development Plan, 1985-1995, MOEC.)

The Government has also established a Central Training Advisory Board (CTAB) made up of representatives from both the public and private sectors to establish a national training policy and advise Government on the specific matters relating to training issues of concern to the economy as a whole. This board has been meeting during the past few months to finalize an official national training policy which should be announced within the next few months.

In addition to the development of a broad national policy on training, the Government has initiated a few other policy changes of note. With regard to donor support of training, it has decided to give increasing emphasis to developing local training institutions with donor funds, so that over the long term there will be less need to send Malawians overseas for training. This will save considerable money and enable the country to become more self-reliant in the long run. Also, where economically and programmatically feasible, the Government is looking at the possibility of bringing expatriate trainers to Malawi to conduct

specific courses rather than sending large numbers of Malawians overseas for such training. Government has also recently decided to include statutory bodies in allocations of the external training awards made available by various donors in order to increase the human resources talent in this domain. Until now, statutory bodies have been severely restricted in securing external training opportunities due to the high costs and foreign exchange requirements.

Donor Activity in the Area of Human Resources Development

Malawi has been a major recipient of external aid since Independence. The most recent UNDP report for Malawi (1984) indicates that the total amount of assistance in that year came to US\$ 242.1 million (a substantial increase over the previous two years). Of this amount, some 40% (US\$ 96.3 million) was in the form of bilateral assistance. Among bilateral donors, the Federal Republic of Germany, the United States, United Kingdom, and France were the major sources of funding. The largest multilateral donors were the UN system (which provided 35% or US\$ 85.3 million of the total) and the EEC which provided US\$ 58.5 million. (Source: Malawi Development Assistance Report 1984, prepared by the Office of the UNDP Resident Representative in Malawi, May 1986, Lilongwe.)

It is difficult to separate out the amount of assistance in the area of human resources development given by these donors since such assistance is typically included in sectoral projects. For example, an agricultural research project to increase the yields for various crops will invariably include some form of training either incountry or overseas as an integral part of the project. Similarly such projects often include a technical assistance component which can involve strengthening the capacity of incountry training institutions (through staff development scholarships and/or provision of expatriates to develop and/or teach courses in local institutions). Unfortunately the UNDP report does not disaggregate such costs within projects and these amounts cannot therefore be readily estimated.

In terms of external training grants alone, however, it is the case that the United Kingdom remains the largest single source of funding. In 1985, nearly half of the 610 external scholarships were made available through the UK assistance program. Other donors such as the UNDP, World Bank, the United States and the Federal Republic of Germany were also substantial contributors to external training. A listing of external training grants by donor category is shown in the table below which has been extracted from Table 10.4 of the Economic Report 1986 p 73.

Table 3

Number Of External Training Awards 1982-1986

	1982	1983	1984	1985	1986	Change of 1986 on 1985
Multilateral	187	183	155	168	103	-38.7
Bilateral	300	392	345	380	474	24.7
Malawi Government	28	13	50	62	10	-83.9
TOTAL	515	588	550	610	587	- 3.8

SOURCE: Manpower Planning Unit, Department of Personnel Management and Training - Office of the President and Cabinet (O.P.C.)

The major source of in-country training assistance has been the EEC. In 1986 alone, the EEC funded 40 short-term in-country training courses for various ministries and statutory bodies at an estimated cost of 1,007,934 Kwacha. (Source: EEC office, Lilongwe) These courses have been offered on a variety of subjects in response to requests forwarded by ministries and statutory bodies through DPMT. A complete list of courses is provided in the Attachment 2.

It should be noted that the above figures do not include many of the training grants which are designed into such sectoral programs as agriculture, health, transport. Interviews with some of these donors within the past few weeks indicate that this pattern, if anything, will become stronger in the future. That is, a number of donors who previously may have funded a capital expenditure to build a new facility in-country or to provide equipment are now looking to incorporate a stronger element of training into future projects. Such training elements may be in the form of technical assistance, special in-country training programs, or efforts to strengthen the capacity of in-country training institutions to provide such training, as well as external scholarships where appropriate. In short, the human and institutional support dimensions are being seen as increasingly important ingredients to the overall long-term success of donor assisted development efforts within and across all sectors.

III. Assessment of Current Administrative/Managerial Human Resources and Institutional Development Requirements

Overview

In the remainder of this Survey, human resources and institutional development requirements will be considered from two cross-cutting perspectives: occupational category and sector. As indicated in the Terms of Reference guiding this Survey, our inquiry is to focus on two broad occupational categories - managerial/administrative and professional technical, and on the three major sectors of the economy - public sector, statutory bodies and private sector. In this section, managerial/administrative requirements will be viewed from the sectoral perspective. Each sector - public, statutory bodies and private - will be examined in terms of its managerial/administrative manpower requirements. In the next section of the Survey, professional/technical requirements, will be viewed from the occupational perspective. High-demand professional/technical occupations will be examined on the basis of their demand throughout the economy, with differentiation by sector being discussed only in instances of clear variance between sectors.

Having noted the two broad occupational categories which frame our inquiry, it is important to recognize that these differentiations also present certain dilemmas in practice. The most obvious problem comes in attempting to separate the professional/technical and managerial/administrative occupations. In reality, a given individual will often have both technical (e.g., engineering or scientific) and managerial responsibilities in his/her job. This is particularly true as employees move beyond entry level positions into first line supervisory roles, no matter what particular field or profession in which they may work. An example from the accounting field serves to highlight this issue. If we look at the positions of chief accountant and financial controller, both typically entail supervision of subordinate staff as well as responsibilities in areas of delegation, forward planning, etc. Nevertheless, such positions also require high level technical expertise and qualifications (e.g., ACCA or CPA level credentials). Similar examples could be provided from almost any technical or professional field. In short, the reality is that there has to be a certain degree of arbitrariness in making distinctions for purposes of our survey. This constraint has been recognized from the start of our effort and we will attempt to incorporate the overlap into the discussion to the extent possible.

In addition, human resources development needs, deficiencies, and requirements need to be seen in the larger framework of both individual and organizational performance. The reason for focusing on human resources and institutional development issues is to increase efficiency and effectiveness of both the individual and the organization. Thus, strategies for assessing needs and requirements, and for formulating

potential solutions, must consider both individual and organizational or systems level issues. What this means in practice is that simply looking at vacancy rates in particular occupational categories, number of expatriates occupying existing positions, and performance deficiencies of individual staff members will only give a partial picture of problems and possible solutions. A second level of analysis, namely structural and systems constraints, also requires attention. Some of these structural and systems level issues will be discussed within the context of each sector (government, statutory bodies, and private sector) below.

Managerial/Administrative Requirements

Government Sector

General Observations on Human Resources Deficiencies

Since Independence in 1964, the public service has grown from approximately 10,000 employees to about 46,000 (excluding police and army). During this same period, the nature of government responsibility has increased greatly in scope and complexity. Particularly important is the fact that the role of the Government (as in other developing countries) has gone beyond the maintenance/status quo functions of traditional bureaucracies to a change/development oriented role which requires different and more complex sets of skills and expertise.

At the same time, as noted earlier, the GOM has been pursuing a strategy of gradually localizing positions which previously were held by expatriates. While detailed figures on the trends are difficult to obtain, it seems that progress has been slower than hoped.

Recent data indicates that in 1985 there were some 550 expatriates working in the Government. While these individuals constitute less than 1% of the total establishment of 46,379, their presence is still an important factor. For one thing, over 50% of these personnel were concentrated in four ministries: Education and Culture, Health, Agriculture, and Works and Supplies. Furthermore, they represented a substantial percentage of the critical professional skills (as shown in Table 4, reproduced from the Economic Report 1986, OPC/EPD). Thus although overall progress has been made in reducing the numbers of expatriates working in government during the past 22 years, there continue to be serious shortages in key professional/technical as well as managerial areas.

Managerial Shortages

The extent to which professionals in positions as those shown in the above table may have also had managerial responsibilities is not clear. As noted earlier, such distinctions are often difficult to assess. Only scattered information is available on the number of expatriates working in positions classified as managerial or administrative. One survey

Table 4
 Summary of Employment in Selected Professional Occupations in
 Civil Services as at January 1, 1986

Profession	Establishment	Local Officers		Expatriate Staff		Vacancies	
	No.	No.	% of Establishment	No.	% of Establishment	No.	% of Establishment
Architects	23	7	30.4	11	47.8	5	21.7
Quantity Surveyors	17	6	35.3	5	29.4	6	35.3
Engineers	54	34	63.0	9	16.7	11	20.4
Medical and Related Fields	164	44	26.8	72	43.9	48	29.3
Laboratory Technologists	11	7	63.6	3	27.3	1	9.1
Veterinarians	23	11	47.8	9	39.1	3	13.0
Foresters	56	32	57.1	9	16.1	15	26.8

Source: Manpower Planning Unit, Department of Personnel Management and Training (O.P.C.).

conducted by the ILO in 1984 suggested that some 186 out of 5,513 established managerial positions in the Government (approximately 3.3%) were filled by expatriates. Of these established positions, however, 1,080 (nearly 20%) were vacant, suggesting a problem of finding qualified Malawians for such posts.

Apart from the issue of identifying qualified Malawians, there is a separate question of how many incumbents have undergone some form of management training in preparation for these positions or while occupying such posts. A 1984 survey conducted for the SADCC Regional Training Council indicated that only 2% of senior managers, 5% of middle level and 10% of lower level managers surveyed had received some form of management training. These figures suggest a considerable need to expand and strengthen in-service training for existing officers. This view has been reconfirmed in a number of interviews with government officials and is further supported by the decision on the part of the GOM to establish the Malawi Institute of Management (MIM). The primary function of this institute will be to provide management training for mid and senior level government offices. The background studies which led to the decision to create this institution have identified a target group of over 3,000 managers in government and statutory bodies. The institute will also be open to private sector managers, which would expand the total client group considerably.

The decision to create MIM came after a careful review of existing in-country training institutions such as the Staff Training College (Mpemba), Chancellor College, and programs at the Polytechnic. While such institutions offer some training in selected aspects of management, they could not adequately provide the level, quantity and quality of management training required. This conclusion has been fully endorsed and supported by several donors, and commitments have already been made by the UK, the World Bank, and possibly UNDP to support this enterprise.

All of the various factors cited above reinforce the conclusion that there is a considerable shortage of well trained managers throughout the Government. The challenge will be to move quickly since the target group and its needs continue to grow by the day.

Structural Complications

While the establishment of MIM should go a long way toward enhancing the managerial skills of existing and future managers at the mid and senior levels positions, there are a number of structural dimensions to the problem of management in the Government which also affect efficiency and effectiveness. Such issues, in fact, need to be addressed while working to improve management training in order for the training to be useful.

The points raised below have surfaced in several of the interviews as well as in the research of secondary sources for this survey. The Report of the Malawi Civil Service Review Commission, July 1985, chaired by Sir John Herbecq (hereafter referred to as the Herbecq Report) is

particularly relevant to this discussion since it elaborates in considerable detail on several of the issues which can only be touched on here.

Perhaps one of the most fundamental structural issues has to do with the way career moves often seem to occur over time within the Government. While there has not been sufficient time to carefully study this issue in the course of our survey, discussions with various officials reveal the following symptoms that have resurfaced with regularity:

- rapid rotation of personnel across departments and ministries;
- placing of inexperienced individuals into positions for which they have relatively little prior relevant training or education;
- critical shortages/vacancies in some units, while other units are more than adequately staffed.

What these symptoms seem to suggest is the need for more systematic management of personnel throughout government. Part of the solution may well entail the establishment of new schemes of service, as proposed in the Herbecq Report. However, even with additional schemes or career ladders, there is still the challenge of systematically managing career movement and progression of individuals in ways that serve the best interests of departmental units as well as the overall government. Without progress on this issue, the relative value and impact of any form of training, no matter how effectively delivered, is likely to be greatly reduced. Individuals attending training courses may wonder why they are there and training instructors and course developers will have difficulty carrying out the kind of needs assessments so vital to assuring appropriate course content.

Put another way, in order for training to be effective there must be a rationalization of the process such that specific types of courses are designed to meet current as well as future needs of individuals as they progress in their careers. The importance of this has been borne out in a recent review of experience across many developing countries where it was found that the impact of training was considerably weakened in many governments by the failure to link training to career planning and promotion policies (Source: Training for Public Administration and Management in Developing Countries: a Review, by Samuel Paul, World Bank Staff Working Paper No. 584, p. 60)

Thus, the management of careers from a systems perspective is essential to the effective development and management of training policies and programs. The Herbecq Report makes a similar point and argues that DPMT should take a stronger role in this area so that training is more closely tied to short and long term interests of departmental units as well as the entire government. Our own views are in total agreement on this issue.

With the establishment of well developed strategies and mechanisms to manage the career systems within government, the logical next step is to develop well-articulated training strategies for government personnel. One very positive move in this direction has been the establishment of a Central Training Advisory Board (CTAB) which is currently in the process of formulating a national training policy for all sectors of the economy. This will be an important step in giving overall direction to decisions regarding how the Government can make the best use of its limited training resources, systemwide.

A second major structural issue which has consistently surfaced in our survey has to do with information management throughout the Government. The way in which files are handled provides a case in point. We heard of numerous instances where files could not be located easily or quickly. One possible solution might be to streamline the system of file management throughout the Government since it seems to be a fairly widespread problem.

Related to this problem is the way in which data is organized and processed. In some cases, large amounts of data (e.g. establishment lists, vacancies, etc.) are processed manually, even though micro computers are available within departments and are ideally suited to handle these requirements through the creation of computerized data bases. With a relatively small input of technical assistance in developing such data bases and training personnel within departments to use them, considerable efficiencies could undoubtedly be achieved.

Both of these above examples reflect the value of giving greater attention to the management of information within and across departments in the Government. Our impression is that if this area could be given increased priority, it would help substantially to enhance the efficiency and effectiveness of existing personnel - without requiring much in the way of training of staff.

A third structural issue is one which confronts almost every civil service around the world - the matter of pay. This issue has two dimensions: the gradual erosion of standards of living due to inflation; and the loss of critical skills (e.g. experienced managers, architects, specialized engineers, accountants, and technical experts in various fields) to other sectors of the economy.

Based on a detailed examination of salaries and cost of living increases during the past several years, the Herbecq Report concludes that there has been a significant erosion in living standards for senior civil servants, while upper middle and middle level employees have seen a less dramatic deterioration. However, lower level civil servants have generally experienced increases in terms of real income as a result of various salary adjustments during this same period. The Herbecq Report goes on to recommend increases in salaries at the highest levels and for the professional and technical scales throughout the Government.

Another dimension of the salary issue is the problem of competition for scarce skills with other sectors of the economy. Most governments simply

cannot afford to offer the kinds of salaries which are paid in higher level and professional/technical positions in the private sector. Malawi is no exception to this pattern. While there have been recent systemwide upward adjustments in salaries throughout government in partial response to this problem, there continues to be a problem of wastage or loss of selected critical skills to other sectors of the economy.

This particular structural issue, unlike the others mentioned above, is well beyond the scope of the HRID project being contemplated by USAID. Nevertheless, the salary issue forms part of the context within which human resources development efforts take place. Hence, we consider it a matter worthy of mention in our Survey.

Statutory Bodies

General Observations

This sector of the economy has some characteristics of both the Government and the private sector. It is also a sector which is going through a period of uncertainty and change. Some statutory bodies are currently being targetted for divestiture (ADMARC) while the scope and role of others are being reassessed (e.g., SEDOM, DEMATT). Thus, to a certain extent this sector is like a moving target.

A major reason for the uncertainty regarding the future is that many statutory bodies have become a growing financial burden to the Government. The current structural adjustment activities of the GOM which are being supported by the World Bank and USAID could in fact result in some substantial changes in the overall size and scope of this sector in the coming few years.

At present there are approximately 32 statutory bodies, ranging from commercially oriented organizations (e.g., ESCOM, Air Malawi, Malawi Railways) to non-commercial entities (e.g., Malawi Bureau of Standards, Malawi Institute of Education, Censorship Board). According to the 1979 Manpower Survey, the total number of employees was a little over 17,000. This figure represented approximately 5.8% of total employment at that time.

Our examination of this sector was limited to visits with officials from 6 organizations (SEDOM, DEMATT, ESCOM, Malawi Railways, ADMARC and the Malawi College of Accountancy). As can be seen from this selection, there is quite a variety of activity across these organizations. Nevertheless, certain general patterns do emerge.

Perhaps central to many of these organizations is the need for a certain degree of skill specialization in a national environment where such skills tend to be quite limited. Moreover, many of these skills are also in demand in the private sector. Thus, there is a continuing problem of attracting and retaining qualified and experienced personnel, particularly at the senior levels within these organizations.

As public bodies under Government control, statutory body salary structures are determined by the GOM. Accordingly, their salary problems are similar to those faced by the Government. It is the case that statutory body salaries do tend to be slightly higher than government levels, but the differences are not great. The exception appears to be in the larger statutory bodies at senior levels, where some salaries have been estimated to be upwards of 15-20% higher than senior positions in the Government.

Several organizations in this sector also face considerable difficulty in terms of having to work within the context of conflicting government policies. A case in point is SEDOM which has a long-term goal of becoming self-sufficient. Yet its mandate is to reach out to and service entrepreneurs and emergent business people located in outlying rural areas, most of whom cannot afford to pay a service fee. The costs of assisting these cases are very high, which in turn makes it difficult to reach the organization's goal of self-sufficiency.

Precise figures on skill shortages within this sector are hard to obtain. Part of the difficulty is that the few available surveys tend to group statutory bodies with the private sector (e.g., the ILO 1984 survey and various reports prepared by NSO). Yet, it appears from our interviews and other scattered reports that the human resource and institutional development issues are more similar to the Government than to the private sector.

Managerial/Administrative Manpower Requirements

As noted in the 1979 Manpower Survey, only 3% of all non-Malawians at that time worked in statutory bodies (Source: An Analysis of Malawi's Manpower 1979 Survey, IRRD, November 6, 1980, p.2). However, from our discussions with various officials, it is evident that these individuals typically occupy the more senior (and visible) positions. Another survey of TEP holders conducted by the Ministry of Labor (dated January, 1983) indicates that of those persons responding to the survey who held TEP's as of December 31, 1980, 10.8% worked in statutory bodies (324 out of 2,992). Some 76% of these persons were classified as professional, technical and related workers, while 10% occupied administrative and managerial positions. (Source: Phase 8 Skill Survey Report, Ministry of Labor, January 1983). Yet it appears that many of the professional/technical positions are at senior levels where they also take on substantial managerial responsibilities.

It is difficult to generalize regarding localization efforts in this sector, though the commitment to this policy seems to be there. The case of ESCOM is of particular note in this regard. Their figures reveal that in 1972, 50% of the senior staff in their organization were expatriates. By 1984, only 5.5% of these positions were still occupied by non-Malawians. (Source: ESCOM Annual Report 1984).

They attribute this success to having established and implemented a long-term plan to develop their Malawian staff from within the

organization for these positions over time. This plan entails careful attention to career management such that promising employees receive the kind of on-the-job training, job rotation and special courses which provide the necessary experience to prepare them properly for senior positions. The fact that wastage has been relatively low has been an important ingredient to their progress in this area. Their experience might well provide a useful model to other organizations.

Other organizations such as SEDOM and DEMATT also seem to pay a lot of attention to in-house training to develop their staff. Both of these organizations, however, have experienced some difficulty attracting and retaining qualified and experienced personnel due to competition from the private sector.

Training Requirements

Within the past year, the Malawi Development Corporation conducted a survey of training and manpower development in statutory bodies. Included in the survey was a representative sample of 29 statutory bodies. The results indicated that most organizations felt that the availability of training facilities in Malawi is inadequate. Most also felt that parastatals should have greater access to external scholarship programs to meet their needs. Among the priorities in training programs, the need for management development programs ranked highest in terms of immediate training requirements not covered by existing arrangements. There was also considerable dissatisfaction with local training institutions, particularly in vocational training and in economics and marketing. Few organizations seemed to rely on in-house training, and looked particularly to government assistance for overseas studies.

What emerges from that survey and from various discussions with officials is a clear sense that there is a considerable need for increased in-service training for employees in this sector. The fact that the Government has recently opened up the possibility of statutory bodies obtaining donor funded overseas training may help somewhat to alleviate this need, but such opportunities will undoubtedly be fewer than desired. Thus, these organizations will also need to look more closely at alternatives within Malawi if they are to adequately address their management training needs.

Within this sector of the economy there are also some very special managerial training needs which need to be considered. Such needs pertain particularly to organizations such as SEDOM and DEMATT, as well as to the departmental units within the Government which deal with these particular statutory bodies. These organizations, as noted earlier, provide a service function aimed at stimulating the development of small and medium scale enterprise throughout the country. Their role is an advisory one which involves encouraging entrepreneurial behavior and the management of quite small enterprises. This target group has very different needs compared to large scale entities such as ESCOM, ADMARC, and other large organizations in the public and private sector. Moreover, the kind of organizational and individual behavior required in

servicing this target group is not typically found in most government bureaucracies, or even large corporations - which tend to be more directive and top-down in managerial style. Such kinds of behavior and organizational norms do not work well when trying to stimulate individuals in the private sector to invest in and develop small scale enterprises. Accordingly, the type of managerial training called for in organizations such as SEDOM, DEMATT and even for service units within ministries such as Labour and Trade, Industry and Tourism has to incorporate the needs and requirements of a unique set of individuals. Our survey of existing training institutions suggests that presently there is little or no experience in providing this type of managerial training in Malawi.

Private Sector

Overview

Given the time frame available to us, our ability to examine this sector of the economy has been very constrained. Hence we have had to rely almost completely on available reports.

The private sector accounts for some 80% of all paid employees. It is also the sector which contains the largest number of expatriates (83% of all expatriates working in Malawi). (Source: An Analysis of Malawi's Manpower 1979 Survey, IBRD, November 6, 1980, p.2) Moreover, the private sector has historically made less progress toward localization of positions compared to the Government and statutory bodies (Source: Malawi Education Sector Survey, IBRD, February 23, 1978, Appendix V, p.13)

Like the other two sectors, it also experiences considerable shortages in high skill areas. Evidence of this is revealed in the 1979 Manpower Survey which showed a vacancy rate of 24.5% for managerial and administrative positions and 19.6% in professional and technical positions. (Source: An Analysis of Malawi's Manpower 1979 Survey, IBRD November 6, 1980, p 15). Another survey of T.E.P. holders as of December 1980 also found that these two categories have the highest proportions of expatriates. Forty-seven percent of the survey respondents worked in professional and technical occupations while 22% occupied managerial and administrative positions. (Source: Phase 8 Skill Survey Report, Ministry of Labor, January 1983)

Managerial Skill Needs and Training Requirements

As the above figures suggest, managerial skills and experience appear to be in very short supply within the private sector. This is especially true at the most senior levels within firms. It is also the case that private companies seem to recognize the need, and some are attempting to deal with it in a constructive way.

One recent survey, for example, indicates that among the nearly 5,000 managers who responded, some 1,700 (34%) received some form of training in 1983. Most (28%) went to training courses within Malawi while 6% went abroad for training. (Source: Malawi Management Training Needs Survey, ILO, April 1984, p.7). It should be noted that the target population of 245 organizations included 29 statutory bodies. A total of 126 useable survey responses were included in the analysis.

This same survey reported a number of other findings that provide a sketch of management training needs and requirements in the private sector. One interesting observation is that with regard to preferred in-company training approaches, having such training provided by one's own manager was preferred over such options as using the company's training department, job rotation, or using outside consultants. The most frequently mentioned barriers to management training, were the inability to make managers available for training, because of the on-going job responsibilities and workload, and lack of financing. The survey reported that there were an estimated 57 training departments nationally and approximately 70 trainers. For senior managers, the management training needs most frequently mentioned were in the areas of: leadership, communication, scheduling work, budgetary control, and cash flow planning and control. For middle managers, the highest rankings went to leadership, maintaining discipline, problem solving, planning and scheduling, and budgetary control. Supervisory personnel expressed the need for skills in maintaining discipline, directing and coordinating, supervision, basic costing, basic budgeting, and basic accounting.

Out of 90 responses to the question as to whether the company provided funding assistance or time release for self-development efforts, 70 respondents said yes. With regard to those sent overseas for training, marketing/sales/ merchandising courses were most frequently mentioned, followed by accountancy. Engineering and general management came next in frequency.

One other question of interest pertained to collaboration with other organizations in training programs. Of 99 responses, 62 replied that such collaboration was desirable. Twenty-seven organizations replied no, and 10 did not answer.

What this ILO survey suggests in general is that a good number of companies in the private sector recognize a real need for management training and many are trying to do something about it. While it is not clear that this concern is evenly spread throughout this sector of the economy, the general picture suggests that many companies see management training as an important priority.

The extent to which such training efforts are effective and adequate are separate matters. More extensive investigation of this and related management training issues will be required in follow-on surveys.

General Findings Within and Across Sectors Regarding Administrative/ Managerial Manpower

Having reviewed the overall demand for human resources requirements in the managerial/administrative occupations across sectors of the economy, some general findings and observations can be noted in relation to the HRID project being developed by USAID.

Public Sector

Within the public sector several findings emerge from our survey:

1. Perhaps we should begin with what may appear to be a rather obvious finding. Nevertheless it needs to be mentioned at the outset. Our Survey indicates that there is indeed considerable room for managerial and administrative improvements within the Government. Evidence of this has been cited in a number of studies and interviews. One dimension of this problem is revealed in the relatively high vacancy rate in mid to senior level management positions, suggesting a shortage of appropriately qualified individuals. Additional data indicates that too few people currently occupying these positions have had the benefit of management training. Thus the need for a substantial increase in management training is very clear. Part of the solution to this problem will come with the establishment of the Malawi Institute of Management. The needs in the near term, however, will go beyond what MIM can offer in the next few years.
2. Having said the above, it also seems clear that increasing the amount of managerial/administrative training for existing and future managers should be accompanied by improvements in the area of career management within the Government. The implementation of some of the Herbecq Report recommendations (some of which are already being acted upon) should help to address problems in this area.
3. A third finding is that changes in the management and processing of information could also help considerably to reduce the burdens of managers and administrators within the Government. The HRID project currently being considered might wish to consider incorporating some minimum levels of short-term technical assistance to help key departmental units concerned with the planning and implementation of development programs (e.g. EPD and DPMT) to develop computerized databases which would enable more efficient handling of information and data processing. Such improvements fit into the institutional development dimension of the proposed HRID project and would help to remove some of the constraints which currently inhibit the performance of managers and administrators.
4. Building on the above point and given the seriousness of information management issues across departments, the proposed HRID project might wish to allow for the possibility of helping to create an

information management system capacity within key development ministries so that over the long run the GOM would be able to handle future and changing information management requirements with its own staff. Assistance through the HRID project could come in the form of some short-term technical assistance combined with in-country and external training for individuals who would ultimately have the responsibility for such activities within each ministry.

5. One other observation should be noted with regard to training as a solution. Individuals and organizations around the world often give a great deal of priority to attendance at short-term courses or long-term academic programs, without giving sufficient attention to alternative options or combinations of options that support formal training courses. Such promising approaches as action learning, performance improvement planning (PIP), modular training, systematic on-the-job training and job rotation schemes should also be considered along with the more traditional formal training courses and programs. (For a further discussion of such options, see Managing the Public Service in Developing Countries: Issues and Prospects, by Selcuk Ozgediz. World Bank Staff Working Paper No. 583, 1983.)

Statutory Bodies

While this survey dedicated less time to statutory bodies than the Government, certain findings can be noted.

1. As mentioned in the example of SEDOM, some organizations in this sector operate within the framework of conflicting policies. This can severely constrain and challenge the ingenuity of even the most skilled and experienced manager. This situation is undoubtedly widely recognized within and outside the Government. However, for particular kinds of organizations such as SEDOM and DEMATT, it would seem that an in-depth effort to resolve some of these policy conflicts could help clarify priorities, and ultimately enable the managers in these entities to use their managerial skills more effectively.

2. A second finding with regard to the above types of statutory bodies is that the kind of managerial training called for in these entities is somewhat different from standard managerial training. Moreover, the type of management training needed by their clientele is also unique. Attention to these differences could enhance the effectiveness of managerial training offered to these individuals and organizations.

3. Another finding which emerges from the 1986 Malawi Development Corporation management training survey and from selected interviews is that organizations in this sector might consider putting greater effort into helping existing in-country training institutions become stronger in areas of concern to statutory bodies. Expanding the level of commitment and assistance to Polytechnic academic faculty to assist in revising and improving curricula to meet evolving needs of these employers would be one way to

help in this area. The point is that these enterprises do have to rely on the graduates of such institutions, and helping to prepare students for the world of work before they are employed is in the long term interests of these organizations. Relying on the occasional overseas training awards made available by various donors through DPMT as a solution to most in-service training needs will undoubtedly be inadequate.

4. An effort might also be made to build on the experience of some of the statutory bodies which have been relatively more successful in their management development efforts. ESCOM is one possible example and is distinguished by the longterm view it has taken to assuring localization and the development of capable managerial personnel. Successful experience of other statutory bodies should also be examined for broader application.

5. Another observation is that there seems to be some potential interest among statutory bodies to share training resources and expertise on a broader scale. Such an effort might be facilitated through the establishment of a training board or committee within the sector in order to examine practical ways to implement collaborative training programs.

Private Sector

Our degree of confidence in making observations on this sector of the economy is severely limited by the fact that we had almost no time to survey this domain. However, some of the findings noted in the section on statutory bodies also seem to be relevant to the private sector.

1. As noted in the discussion concerning statutory bodies, it seems evident that private companies have a vested interest in assuring that local educational institutions such as the Polytechnic, the Malawi College of Accountancy and other institutions produce the best graduates possible so that these graduates can become productive employees once hired. Helping to strengthen curriculum at these institutions through liaison committees and otherwise committing human and financial resources to educational training facilities within the country can only be in the long-term interests of the private sector.

2. Another general impression is that there is a certain degree of willingness among some firms to cooperate more extensively in the sharing of training resources and costs. This potential might be pursued through the Employers Consultative Association of Malawi since it provides the framework for organizing such efforts.

Some Concluding Observations

All of these above findings are based on our best judgment and interpretation of interviews and available documentation. However, as was noted at the beginning of the report, the existing data concerning

human resources development needs and requirements is very uneven and often dated. We have three observations to make in this regard.

1. First, we would reiterate what was mentioned early on in this document. The existing data with regard to human resources development issues is very fragmented and largely outdated. The ILO manpower survey which is just getting underway should go a long way toward addressing this weakness. However, requirements of this sort are on-going and need continual updating.
2. A second observation which follows from the first is that annual efforts to gather data might be initiated to ensure that policy makers have the most current information possible in framing their decisions. One way to facilitate such an effort would be to establish a mechanism whereby all private firms and statutory bodies would be required to submit manpower status reports and projections by occupational category and nationality on an annual basis. A standard format could be developed with the advice of the Central Training Advisory Board and initiated through the Ministry of Labour.
3. While the data on manpower development issues are indeed very limited, it is also the case that with a great deal of effort one can begin to pull together various documents which can be useful in efforts of the kind reported in this survey. However, locating such data, to the extent available, is a very time-consuming and labor-intensive task. It would seem that the Government would benefit considerably by putting some effort into establishing an information clearing-house of some sort where various studies prepared by groups and individuals could be stored and made available to study teams and policy units concerned with manpower issues.
4. Finally, it is clear that computerized data bases have not been established in this area, even though they are ideal for such applications. This matter deserves careful consideration, since substantial efficiencies could be gained by storing and processing data of this sort for various needs as they arise.
5. A consistent pattern that we found across all sectors is that very few women hold managerial/administrative or professional/technical positions, with the notable exception of nursing and home economics, which are traditionally considered to be women's professions. Although we were not able to consistently obtain specific numbers on women in such positions, we did ask about this in our interviews. Interviewees often responded that there were or had been one or two women in managerial/administrative or professional/technical positions in the organization, but the numbers were often "one or two." Further, women do not participate in substantial percentages in training programs that lead to these positions. Even in agriculture, the sector in which some 85% of the country's women earn their living, enrollment of women in the training institutions is very low. To avoid perpetuation of this pattern, the HRID Project might address this issue through programs

designed to increase the number of women participating in in-country and overseas training programs that lead to managerial/administrative and professional/technical positions in all sectors of the economy.

IV. Assessment of Current Professional/Technical Human Resources and Institutional Development Requirements

Overview

As noted at the start of the previous section, this Survey is considering Human Resources and Institutional Development requirements two cross-cutting perspectives: that of occupational category and that of the economic sector requiring the skills involved. Within the occupational perspective, the Survey distinguishes between administrative/managerial and professional/technical human resources. It was also noted that as professionals and technicians assume administrative and managerial responsibilities, it becomes impossible to maintain this distinction. For the purposes of this requirements assessment, however, the distinction will be arbitrarily maintained because it is the demand for persons with specialized professional and technical training and experience that is at issue.

1979 Manpower Survey

The most recent comprehensive assessment of Malawi's manpower needs is the 1979 Manpower Survey, conducted by the Economic Planning Unit of the Office of the President during the first quarter of 1979. Titled An Analysis of Malawi's Manpower 1979 Survey, a World Bank analysis of that survey, was published in November 1980. The latter report cites the survey's comprehensive manpower data. That data provides measures, though sometimes indirect, against which the less comprehensive data available for subsequent years can be viewed.

The GOM's survey was designed to collect information on occupational distribution of existing employment. The World Bank's analysis discussed policy implications for manpower and institutional development as highlighted by the GOM survey. The data from the GOM survey, as reviewed in the Bank's analysis, provides useful measures for assessing professional/technical manpower requirements. The first such measure is vacancies by occupation (or aggregated occupational groups), including number of vacancies in that occupation and the percentage of total vacancies that this number constitutes. The second measure, which is relevant because of the GOM's policy of localization, is the percentage of expatriates employed, by occupation.

Commenting on profession/technical occupations overall, the Bank's analysis makes the following observations regarding vacancies:

- the professional, technical and related categories accounted for about 14% of all reported vacancies, and 31% of government sector vacancies;

- 50% of vacancies in professional/technical occupation category were in the public sector;
- for professional and technical occupations, the public sector had a vacancy rate of 19.6%, compared to a rate of 12.4% in the private sector (Source: Analysis of Malawi Manpower 1979 Survey, World Bank, November 1980, p. 14-20)

These observations strongly suggest that in 1979 the public sector suffered the heavier impact of shortages in professional and technical manpower. The Bank's analysis attributes this to the lower salary levels in the public sector.

Selected occupations and aggregated occupational groups within the professional technical category merit closer consideration. Table 5 was extracted, for the purposes of this Survey, from the 1979 manpower survey data:

Table 5

MALAWI PROFESSIONAL/TECHNICAL MANPOWER EMPLOYED 1979(ALL SECTORS)

<u>Occupation</u>	<u>Number Employed</u>	<u>Percentage Of Total Employed</u>	<u>Number Of Vacancies</u>	<u>Percentage Of Total Vacancies</u>	<u>Percentage Of Non-Malawian Employed</u>
Accountants & Auditors	712	6.2	289	10.0	57.3
Architects, Engineers & Town Planners	1,386	12.2	325	11.2	38.5
Doctors, Dentists, Pharmacists & Veterinarians	155	1.3	73	2.5	67.1
Economists	67	.6	18	.6	32.8
Nurses, Midwives, Health Officers and Related Technicians	941	8.2	247	8.5	26.5
Other Profession-Related Technicians (Professions Other Than Those Listed in Manpower Survey Tables)	2,543	22.3	692	23.9	10.3
Statisticians, Math Systems Analysts	76	.6	24	.8	31.6
Surveyors, Engineering Technicians	1,257	11.0	327	11.3	27.8

The nine occupations and aggregated occupational groups in the above Table were selected for special consideration in this Survey because of either their high percentage of vacancies, and/or their high percentage of non-Malawians employed. Vacancies and employment of non-Malawians provide indicators of a shortage of professionally and technically trained Malawians. These occupations are important in the aggregate because they constituted 62.4% of professional and technical workers employed in all sectors of the formal economy, and because they have 68.8% of all the vacancies, as well as substantial percentages of non-Malawians employed. The following observations on these occupations, as surveyed in 1979, are noteworthy:

- Accountants and Auditors were the occupations in highest demand. While they constituted only 6.2% of total professionals and technicians employed, they had 10% of total vacancies; and 57.3% of employed Accountants and Auditors were non-Malawian.
- Architects, Engineers and Town Planners comprise the largest strictly professional group constituting 12.2% of total professionals/technicians employed. They had a relatively high 11.2% of total vacancies, and 32.8% of their positions were held by non-Malawians.
- Doctors, Dentists, Pharmacists and veterinarians constituted only 1.3 of the professional/technician category, and made up only 2.5% of total vacancies. Significantly, however, 61.7% of all persons employed in this group were non-Malawians - showing this important occupational group to have achieved the least success in localization.
- Economists employed in 1979 constituted less than 1% of the total professionals and technicians employed and had once .6% of total vacancies. Still, non-Malawians accounted for 32.8% of their positions.
- Nurses, Midwives, Health Officers and Related Technicians constituted a sizeable 22.3% of professional/technical employees, accounted for 8.5% of total vacancies, and 26.5% of their positions were held by non-Malawians.
- Other Profession-Related Technicians were significant because they comprised the largest technical/professional group, 22.3% of the total employed, and 10.3% of this group were non-Malawians.
- Statisticians and Math Systems Analysts, made up less than 1% of the total, employed and less than 1% of total vacancies, but 31.6% of their positions were occupied by non-Malawians.
- Surveyors and engineering technicians made up 11% of the total employed, 11.3% of total vacancies and 27.8% of them were non-Malawian.

The occupations considered here constitute over 62% of the total employed in professional/technical occupations and they account for over 68% of

total vacancies in this category. The World Bank analysis notes that in all categories other than managerial, non-Malawians constituted less than 20% of the total employed. In the occupations considered in the above table, only one (other Profession-Related Technicians) had less than 20% non-Malawians. The others ranged from 26.5% (Nurses, Midwives, Health Officers and Related Technicians) to 67.1% (Doctors, Dentists, Pharmacists and Veterinarians). To the extent that vacancies and employment of non-Malawians indicate shortages of professionally and technically trained Malawians to fill existing posts, the data show that these selected occupations were particularly problematic in 1979.

Sector-Specific and Special Purpose Manpower Studies Since 1979

Available manpower data since the 1979 survey has been sector-specific, Ministry-specific or special purpose in nature. Reviewing some of these data sources provides the best possible quantitative assessment of professional/technical human resources requirements since the 1979 survey.

Ministry of Labor Skill Survey Report

The first of these sources is a 1980 report on holders of the Temporary Employment Permit (TEP). The report, covering the period January-December 1980, shows that there was an increase of 696 TEP holders during the period. This was a significant increase in the number of permit holders, but it represented no major shift in the pattern of skills involved.

Professional, technical and related workers held 1,648 TEP's, 55% of the total. The degree of localization, by industry, was lowest in the Finance and Business Services Industry, which had about 30 TEP holders per thousand employees. As regards sector distribution of TEP holders, 71% were in the private sector, 18% in the Government, and 11% in the statutory bodies. Of the 2,133 TEP holders in the private sector, 55% were in the professional, technical and related workers category. (Source: Phase 8 Skill Survey Report, Ministry of Labor, January 1983, Table 10)

On the generally accepted assumption that TEP holders occupy jobs for which qualified Malawians are not available, the data presented in the report show that in 1980, the private sector was considerably more successful at employing TEP holders to overcome the shortage of Malawian workers. This was particularly evident in the professional/ technical category.

Finally, the report notes that not all expatriates, assumedly referring to employed expatriates, are TEP holders. The issue of non-Malawian workers who do not hold TEP's was addressed in the Executive Summary as one of the limitations of available manpower data.

GOM/ODA Education Sector Manpower Review

A review of manpower support to the education sector was conducted jointly by the GOM and ODA in October/November 1984. Its purpose was to assess the level of manpower support, provided by UK donor agencies, to the University of Malawi and the Ministry of Education, and to project manpower support needs for the 1984/85-1987/88 time period. The report's discussion of labor market developments made some observations that are quite relevant to Malawi's evolving professional/technical manpower requirements, and, therefore, to this Survey.

First, the report noted that except for graduate entry into secondary teaching, there had been a significant reduction in the level of professional entry recruitment into the Civil Service. It anticipated that the Government's 1984 freeze on creation of new Civil Service posts, combined with reductions in the rate of increase in recurrent budget expenditure, would further reduce levels of recruitment. It noted that there had been no recruitment of graduates in agriculture, public administration or economics into the relevant cadres of the Civil Service, and predicted that limitations on recruitment were unlikely to change in the short term. There had also been a reduction in graduate recruitment to the statutory bodies. (Source: Review of ODA Manpower Support to the Education in Malawi, GOM/ODA, October/November 1984, p. 3)

Second, noting that reductions in Government recruitment and industrial recession had combined to reduce university graduates' prospects for employment for the first time, the report stated that waiting periods for first employment had increased and that some graduates were going into secondary teaching or into management trainee programs because they could not find positions in their professional/technical areas. It was conjectured that some engineering graduates were accepting technician level posts, and predicted that future employment prospects for engineers (especially civil engineers) would depend largely on private sector economic recovery. The report stated that the demand for accountancy (BComm) graduates, on the other hand, remained high. All of these graduates actually found jobs before graduation, mostly as auditors or financial management trainees in the private sector. Prospects for graduates who had done courses in computer science were also reported to be high, and these graduates experienced no problem in finding satisfactory employment. (Ibid., p.4)

Finally, the report observed that estimating the effect of economic growth on demand for graduate level manpower during the 1980s was difficult given the limited availability of data. It recognized that GDP growth rates and labor productivity are not the only factors in determining demand. Demand for graduates and diplomates by academic specialty would depend also on the pattern of sectoral economic growth and on Government recruitment. The report predicted that public sector demand for university graduates - professional/technical manpower - would not rebound as fast as private sector demand. (Ibid., p.5)

The GOM/ODA review confirms some of the previously discussed findings of the 1979 manpower survey. The most notable points in this regard are

that public sector demand for professional/technical manpower takes precedence, in the choices made by job market entrants, over public sector demand. Also, the demand for accountants and accounting technicians remained high even when reduced Government recruitment and economic recession reduced the demand for other professional/technical occupations.

In a management training needs survey conducted for the GOM in 1984, the ILO sent questionnaires to 245 private companies, 29 of which were statutory bodies. The questionnaire had a response rate of 51.4%. One of the questions asked was: What do you consider the most important management training need of your organization. Of 176 respondents, 39 - 22% - identified accounting (including financial control, costing, budgeting, auditing and project appraisal) as their most important management training need. The ILO study also observed that financial management accountants have long been recognized as one of the specializations of greatest need, and one of the slowest to be developed. (Source: Malawi Management Training Needs Survey, ILO, April 1984, p. 12.)

DPMT/ODA Review of U.K. Assistance to Malawi Engineering

A review of UK assistance to Malawi's engineering sector was conducted jointly in 1985 by DPMT and ODA. It examined the continuing requirement for UK architects, engineers, and quantity surveyors in the Ministry of Works and Supplies, the Department of Lands and Valuation and the Ministry of Transport and Communication. The report makes several findings that are relevant to this Survey. First, it notes that because of the lack of in-country training opportunities, the supply of architects in Malawi is determined by the number of Malawians receiving training overseas. Second, there was still a severe shortage of quantity surveyors in the public sector. All of the quantity surveyors in the three GOM organizations reviewed were expatriates, and there was still a number of vacancies. Demand in the private sector was unknown. As with architects, the supply of quantity surveyors was determined by the number training overseas. Citing the substantial inducements for qualified professionals in these occupations, the review observed that returning professionals/technicians might opt for the private sector. Consequently, there would be a continuing training requirement until the market was saturated. (Source: Review of UK Manpower Assistance - Malawi Engineering Sector, DPMT and ODA, July 1985, pp. 5-6)

In July 1986 the Malawi Development Corporation (MDC) surveyed manpower development and training needs in the parastatal sector. The survey was conducted by means of a questionnaire. The results were in the form of a tabulation of responses to specific questions and a ranking or prioritization of problem areas on the basis of those responses. Twenty-nine statutory bodies responded to the questionnaire. This included all the major statutory bodies except ADMARC and wholly-owned subsidiaries of MDC. Therefore, MDC considered the results of the survey to be representative of the parastatal sector's prevailing training needs.

To identify the specific areas in which training was most needed, the questionnaire asked the respondents to prioritize existing training programs. The response showed the following prioritization of training needs:

1. other professional technical training (i.e., other than those identified in this ranking and others identified with lesser frequency in the survey);
2. management development;
3. accountancy;
4. engineering;
5. pilot training.

(Source: A Brief Report on the Survey of Training and Manpower Development in Statutory Bodies, Malawi Development Corporation, July 1986, p. 6-7)

The survey also sought to identify the means being employed by the various statutory bodies to promote training. It asked respondents to identify steps they had taken to deal with barriers to their training efforts. The overwhelming response was that Government assistance had been requested, thereby identifying each of internal training resources or capabilities as a major barrier to training efforts. Respondents also indicated overwhelmingly that the type of Government assistance most required was provision of scholarships for overseas study. They also listed, as clearly lesser priorities, improvement of local training facilities, bursaries for local training, and on-the-job practical training funded by the Government. (Source: Ibid., p.8)

The MDC survey report concluded that there was an overwhelming desire for more training opportunities in the parastatal sector, that existing arrangements for training and local training facilities were inadequate, and that the areas in which most training is required are management and engineering. (Source: Ibid., p.7)

Table 4 (on page 16), taken from the GOM's 1986 Economic Report provides the summary of selected professional occupations in the Civil Service.

While these selected occupations are generally representative of those selected for special consideration in reviewing the 1979 Manpower Survey, they do not correspond directly. For example, architects, quantity surveyors and engineers are considered separately in the 1986 summary while they are listed as an aggregate occupational group in the 1979 survey. Also, the 1986 data covers only Civil Service employment of these professionals, and the 1979 survey examines their employment in all sectors of the economy. However, recalling the two measures - staff

vacancies and employment of expatriates - used in 1979 as indications of shortages of professionally and technically qualified Malawians, the 1986 summaries suggest that the shortages continue at substantive levels for these selected occupations. Of special note are the architects who have a 21.7% vacancy rate in establishment positions, and 47.8% of the positions held by expatriates. Professionals and technicians in medical and related fields have a vacancy rate of 29.3%, with 43.9% expatriate staff. The vacancy rate for veterinarians is a relatively low 13%, but the expatriate staffing rate is 39.1%. Engineers have 20.4% of establishment positions vacant, and 16.7% held by expatriates.

Having examined the baseline manpower data from the 1979 Manpower Survey, and having reviewed the data available for subsequent years, certain conclusions regarding professional/technical manpower requirements in 1986 are possible. First, the Economic Report 1986, data shows that, in the public sector at least, the demand for architects, engineers, quantity surveyors, veterinarians, and professionals and technicians in medical and related fields continue to exceed supply by significant margins. We are confident in concluding from this data, as corroborated by findings during our interviews, that significant shortages of these professionals and technicians continue in the statutory bodies and the private sector as well. Second, the most severe shortage and highest demand of all is for qualified accountants and accounting technicians. Because of the persuasiveness of this demand, the following paragraphs discuss the current demand for and supply of accountants.

Accountancy

The Survey found accountancy to be perceived by interviewees as the highest priority manpower development demand when considering not just professional/technical, but also administrative/managerial occupational areas. The available previously cited data on the demand for accountants supports this qualitative finding.

As a result of the strong demand for accountants, there is intense competition among employers for qualified professional accountants as well as accounting technicians. Because private companies can offer salaries three to four times as high as those offered by the public sector, there is considerable wastage of accountants to the private sector. Public and private sector interviewees generally agreed, however, that such wastage is not a loss to Malawi's developing economy. Yet, they also recognize that, given the salary differentials, the public sector's demand for accountants is not likely to be addressed until the private sector is fully supplied. The striking implication of this is that the governmental ministries and departments are likely to suffer continuing staffing shortages until sufficient numbers of professionally qualified accountants can be trained to supply the entire economy of Malawi.

There are two frequently cited reasons for the insufficient number of professionally qualified Malawian accountants. The first is that the existing qualification requirement. Historically, qualification as a professional accountant in Malawi has required successful writing of the examination set by the United Kingdom's Chartered Association of Certified Accountants (CACA), formerly known as the Association of Corporate and Chartered Accountants (ACCA). This examination is based on accountancy requirements in the the UK. Qualification on the basis of these requirements has obligated Malawian candidates to master a great deal of material that is not very relevant to the accountancy needs of Malawi. Public and private sector interviewees concurred that the content of accountancy courses and the qualification examination could require less UK-specific and more Malawi-specific material. This would not entail any altering of professional qualification standards; it would entail increasing the relevance of the training and the qualification to the needs of Malawi and Malawians.

Implicit in this recognition is the expectation that by making the training and qualification more relevant to the needs of Malawi, the number of successful Malawian candidates for professional qualification might increase.

In a related recent development, provision has been made for a joint scheme that would lead to professional qualification in accountancy in both the UK and Malawi - on the basis of an examination in which locally set papers are substituted for papers set in the UK. This joint qualification scheme is between the UK's Chartered Association of Certified Accountants (CACA) and Malawi's Public Accountants Examination Council (PAEC). In January 1985, CACA signed a formal agreement with PAEC, which is responsible for accountancy examinations in Malawi. This agreement provided for a joint scheme in which the PAEC examination qualifies the candidate, subject to experience requirements, as a Malawi CPA (Certified Public Accountant), a qualification awarded by the Malawi Accountants Board, and for CACA membership.

It is envisaged that this joint scheme will produce accountants whose training is more relevant to the needs of Malawi. It might also produce more Malawian accountants, reducing the pressing demand and competition for these professionals by the public and private sectors.

The second reason cited for the shortage of professionally qualified Malawian accountants is the fact that the primary training institution offering professional qualification in Malawi, the College of Accountancy has offered only part-time study programs. Section VI, Analysis of Institutional Capacity, describes the College's present transition to a full-time program. To complete this transition, the college could benefit specifically from institutional strengthening assistance provided by the HRID Project.

V. Key Development Ministries and Departments

Overview

All ministries, departments and other organizational entities of the GOM contribute to Malawi's social and economic development in general, and to the effective development and utilization of its human resources in particular. For individual projects cooperatively undertaken by the GOM and USAID, certain key governmental organizations have especially important administrative and operational responsibility.

For the proposed HRID project, we believe that the Office of the President and Cabinet (OPC), particularly its Department of Personnel Management and Training (DPMT) and its Department of Economic Planning and Development (EPD), will have important administrative and operational roles. Of the line ministries, we anticipate that the Ministry of Agriculture and the Ministry of Trade and Industry and Tourism will have substantial involvement. Therefore, we examine in this section the aspects of their structure and functions that are most relevant to the proposed project. We recognize that in addition to the governmental organizations that we examine here, there are other ministries and departments that are centrally involved in project activities that are designed to carry out the country development strategy jointly pursued by the GOM and USAID. The Ministry of Finance and the Ministry of Health are especially important in this regard. As the development of the HRID project proceeds, these and other ministries may well have substantial administrative and operational involvement.

Department of Personnel Management and Training

The Department of Personnel Management and Training (DPMT) is located in the Office of the President and Cabinet (O.P.C.) and is charged with the responsibility of ensuring that the Civil Service can perform effectively and efficiently in carrying out government policy. It contains four divisions: Personnel Administration; Management Services; Training and Manpower; and General Administration. As such, it plays a vital role in the development and effective utilization of human resources throughout the Government. (An organogram of the department is provided in Attachments 3.)

Two divisions within DPMT would be particularly relevant to the HRID project being considered by USAID: Training and Manpower, and Management Services. The Training and Manpower Division is responsible for coordinating manpower planning services as well as the administration of training. Accordingly, it oversees and processes all donor funded training within the Government and statutory bodies. The Management Services Division conducts reviews of departmental units to assess jobs, establishment levels, and other special management studies aimed at increasing the efficiency and effectiveness of these units.

This department, and in particular the two divisions indicated above, face a number of constraints related to workload and staffing. One major task they face involves carrying out a number of the recommendations made in the Herbecq Report. This is in addition to their normal responsibilities. Complicating this workload is the fact that currently the department as a whole only has 62% of its established positions filled. In the Training and Manpower Division, 5 out of an establishment of 20 positions (25%) are presently vacant. The Management Services Division is in even a more desperate situation. Nineteen out of 32 established positions (59%) are vacant.

An additional complication is that these divisions, like many other units within the Government experience rapid turnover. Moreover, a number of the staff are relatively inexperienced in the areas of concern to these divisions. A major problem in this regard is that there are very few personnel anywhere in the Government with appropriate advanced academic education and experience. Thus, these divisions suffer from both quantity and quality constraints.

There have also been a number of structural and administrative problems which have affected the effectiveness of this unit. These issues have been extensively discussed in the Herbecq Report and many of the recommendations are currently being reviewed and/or implemented.

Other donors, including the World Bank and ODA, have in the past indicated possible interest in assisting with strengthening the capacity of this department. The ODA commitment has apparently recently been translated into a firm plan of action and would entail the placement of up to five long-term technical experts in DPMT to assist in implementing key recommendations of the Herbecq Report and otherwise help to strengthen the institutional capacity of the department.

Clearly this department is vital to the implementation and overall success of the proposed HRID project. Accordingly, we would suggest that it be given priority attention in the allocation of training as well as possible short-term and/or long-term technical assistance to the extent the ODA assistance may not be able to address all the problem areas. Specific areas of short and long term training training could include: project management courses, training evaluation, management of training, personnel management, organizational consultancy approaches and skills, organizational behaviour, job evaluation, and related personnel management subjects. The assistance could be used to help design computerized databases to process the large volume of data concerning the training offered by donors. Such assistance could also help improve other aspects of the administrative operations.

Reserve Bank of Malawi (RBM)

The Reserve Bank plays a vital role in the overall, macro-level management of Malawi's economy. Accordingly, it is a vital link to the successful implementation of USAID's overall program strategy.

From time to time the Reserve Bank has called on DPMT to provide overseas training for selected staff in areas such as economics, accountancy, computer science and business administration. Recently, RBM has acquired an IBM mainframe computer to help streamline and increase the efficiency of handling its data processing requirements. However, its computer staff is quite thin at present. Discussions with the Bank's staff indicate that they would like to strengthen their staffing in this area. Hence, their most important training priority is in the area of computer studies. Additional areas of priority are in economics, accountancy and MBA training.

It would seem appropriate for the proposed HRID project to consider providing some resources to assist in this area, since this institution plays a key role in economic and financial health of the overall economy and to the successful implementation of national development programs.

The Department of Economic Planning and Development

The Department of Economic Planning and Development (EPD) is a department of the Office of the President and Cabinet (OPC) to the Secretary to the President and Cabinet (SPC) for the following:

- advice on national economic policies
- economic planning and development
- economic research and intelligence
- energy planning and coordination
- administration of national development programs and projects
- transport planning
- control of the Economic Common Service.

To enable it to carry out its responsibilities to Government most effectively, EPD's structure is evolving. The organization of its constituent units is presently under review, but the functions and basic structure of the Department's divisions will be as described in the following paragraphs.

The Development Division is divided into the Project Planning Section, Aid Coordination Section, and Project Execution and Monitoring Section. Its responsibilities are the preparation and coordination of national development programs, implementation, control and coordination, evaluation and monitoring of national development programs and projects, and project appraisal.

The Economic Planning Division is divided into the Special Studies Section, Agriculture Section, and Macro Analysis Section. Its

responsibilities are evaluation and microeconomic management, macroeconomic analysis, policy reviews and public finance, research, statistics and economic intelligence.

The Transport, Energy Planning and Contingency Operations Division is divided into the Transport Section and the Energy Section. Its responsibilities are energy planning and coordination, energy projects analysis, evaluation and research, contingency planning and operations, fuels strategic operations, and transport planning and coordination.

Because of the nature of the responsibilities assigned to Department and its divisions, it does not play an operational role in development projects. That will apply to HKID as to all others. However, EPD does have important responsibilities that affect the project very directly. First, EPD has responsibility for reviewing and advising OPC regarding approval or disapproval of proposed projects. It bases its advice on the extent to which the project in question complies with the GOM's stated development objectives and priorities. Also, after a project has been approved, EPD has responsibility for monitoring its implementation to ensure that the approved goals and purposes of the project are being pursued effectively.

As indicated in the above listing of responsibilities, EPD has a broad mandate for study of and advice on matters that affect the most critical aspects of the country's economic development. Consequently, having the appropriate quantity and quality of professional staff, especially economists, is essential to sound national economic policy planning and program implementation. While the data examined in Section IV does not indicate a shortage of economists, we found in interviews with GOM officials a need for specialization within the discipline. For example, all sections of the economy could benefit directly from training of human resources development economists. EPD's present staffing is as shown on Table 6.

Table 6: Economic Planning and Development 1986

<u>Title of Post</u>	Proposed				<u>Var.</u>
	<u>Est.</u>	<u>Est.</u>	<u>Malawians</u>	<u>Expatriates</u>	
Principal Secretary	1	1	1	-	-
Chief Economist (Deputy Sec)	1	1	1	-	-
Assistant Chief Economist	2	3	2	-	-
Principal Economist	6	8	1	-	5
Senior Economist	8	15	8	-	-
Economist	<u>14</u>	<u>17</u>	<u>14</u>	<u>-</u>	-
Total	32	45	27	-	5

As discussed in Section II, there is throughout the Government a need for improvement in the ability to collect, maintain and retrieve manpower data on a timely basis. Strengthening the institutional capacity of GOM organizations to do this would be an appropriate and valuable HRID project activity. A number of persons interviewed in the public sector suggested that there was pressing an urgent need for an information clearinghouse, particularly for information relating to manpower development requirements, and to as existing or planned programs to address those requirements, in all sectors. Section I also discusses the need for upgrading the GOM's ability to establish and maintain computerized databases for information on human resources development and other development planning and implementation programs. EPD may be the appropriate GOM organization to exercise prime responsibility for maintaining such a clearinghouse and computerized database. While there is already some capacity for this kind of function within EPD, it is very likely that short-term technical assistance provided by HRID could significantly strengthen EPD's ability to serve the GOM's more general information-gathering and repository needs.

The Ministry of Agriculture

Agriculture is the most important sector in Malawi's economy. It employs 85% of the population, contributes about 40% of GDP and earns almost 90% of Malawi's export earnings. Therefore, the role of the Ministry of Agriculture (MOA), which is responsible for agriculture and veterinary services, is critical to Malawi's overall economic condition.

Malawi's agricultural production is from two sub-sectors, smallholder agriculture and estate agriculture. Smallholder agriculture accounts for over 85% of all agricultural production, meets the country's demand for food staples, and produces cash crops for export. Smallholders earn the major part of their income on 0.5 to 2.0 hectare farms. In addition to the problem of farm size, the level of technology that farmers employ (have affordable and available to them) is quite low. Smallholder productivity and income are also low. Low smallholder productivity is identified in USAID/Malawi's country development strategy statement as one of the major problems impeding sustained economic growth. Consequently, increasing smallholder agriculture productivity is one of USAID's highest priority development assistance objectives.

USAID has the following six projects in progress during present fiscal year (October 1986 - September 1987):

- Agricultural Research
- Rural Enterprise & Agrobusiness Development
- Agricultural Research and Extension
- Management Assistance to Rural Traders
- Rural Development Linkages
- Private Sector CIP

The projected expenditure for these projects is about \$6.2 million for the year.

In addition, USAID and the World Bank have committed substantial resources through the Malawi Agricultural Research and Extension Project. Total AID costs for the project are \$14 million, broken down as follows: technical assistance, \$4.9 million; training, \$4.6 million; commodities, \$0.5 million; other costs (administrative support, studies), \$0.8 million; and contingencies, \$3.1 million. These costs will be financed over a five-year life of project.

IDA Contributions, which amount to \$35.7 million, will finance assistance to strengthen agricultural research and extension planning, management, and budgeting systems, as well as facilities improvement and supplementary training activities. The total GOM contribution to both these projects is \$33.1 million, which will finance on-going and incremental staff salaries and benefits, training support costs, equipment and vehicle operating and maintenance costs, and office space and other administrative support.

MOA training offices point out that despite this substantial level of assistance with its staff development training requirements, the Ministry lacks external donor assistance for long-term academic training and managerial and technical training for staff officers in its Department of Animal Health and Industry. It also needs opportunities for its staff, especially officers at the Agricultural Development Division level, to do short-term, in-service training. MOA plans to request assistance for training in these areas in the next phase of the National Rural Development Program (NRDP). These existing and planned donor-assisted projects are providing substantial assistance for the Ministry's in-service training needs.

The Ministry also needs a continuing input of professionals provided by pre-service training institutions. MOA's entry level professional/technical staff are trained mainly at local training institutions. Entry level staff trained to certificate level are provided by the Natural Resources College. Diplomates are provided by Bunda College (agriculture), Chancellor College (public administration) and the Polytechnic (business studies). First degree (BSc) entry level officers trained in general agriculture at Bunda College. Given the continuing donor-assisted projects that provide substantial support for the Ministry's in-service training needs, it is most likely that the resources of the planned HRID project would be more effectively employed in strengthening the pre-service training institutions.

Section VI examines the training capacities and institutional strengthening needs of each of these institutions. The importance of agriculture to Malawi's overall economic condition demands that this critical sector be included in any institutional strengthening effort. The HRID project should pay particular attention to the pre-service training institutions that provide the administrative/managerial and professional/technical staff to the agriculture sector.

Ministry of Trade, Industry and Tourism

The Ministry of Trade, Industry and Tourism is the government agency most intimately involved with the small and medium-scale enterprise (SME) sector, mainly because it is responsible for implementing government industrial and commercial policies. As regards its role in USAID projects, it has ministerial responsibility for the Rural Enterprises and Agro-Business Development Institutions (READI) Project.

The purpose of this Project is to expand the economic activity of small and medium sized Malawian entrepreneurs, particularly entrepreneurs involved in the following types of private sector activities:

- a. Agricultural production, processing, marketing or the manufacture of agricultural inputs;
- b. On or off farm rural employment generating activities; and,
- c. Import substitution or foreign exchange earning types of light industry and manufacturing activity which can be expected to benefit rural consumers.

To overcome the constraints to growth of small and medium sized operators in Malawi's private sector, the READI Project will provide:

- a. Funds to augment revolving credit funds within two Malawian financial intermediaries - MUSCCO and INDEFUND;
- b. Technical assistance and training to Malawian financial intermediaries; and,
- c. Technical and managerial assistance and training to Malawian entrepreneurs participating in the Project-funded credit programs.

(Source: Malawi Rural Enterprises and Agro-Business Development Institutions Project Paper, USAID, August 1984, p. 8.)

For operational purposes the Ministry is divided into three functional departments: trade, industry and tourism. Given the terms of reference of the Survey, the focus will be on the Trade and Industry Departments.

(Source: New Directions for Promoting Small and Medium-Scale Enterprise Development in Malawi Constraints and Prospects for Growth, USAID Rural Enterprise and Agrobusiness Development Institutions (READI) Project, December 1986. Information presented in the following paragraphs on the structure and functioning of these two departments is drawn from this source.)

The Trade Department

The Trade Department is responsible for the promotion and regulation of internal and external trade. In this regard, the department is responsible for:

- a. monitoring multilateral obligations to international commodity agreements and also within the context of Malawi's membership in several international organizations;
- b. liaising with all institutions which are connected with commercial activities such as the Malawi Export Promotion Council, DEMATT, SEDOM, the Import and Export Company of Malawi, the African Businessmen Association (ABA), the Registrar of Companies, District Commissioners for the promotion and administration of internal trade; and
- c. issuing import and export licences.

The department has statutory responsibilities over incorporation and registration of trading companies, trading licences, acquisition of land for trading purposes, regulation and supervision of co-operative societies, price investigation and inspection and assessing of weights and measures which are used in trading operations throughout the country.

As far as SME's are concerned, it appears that there are no on-going programs in which the Trade Department is involved apart from issuing trading licenses. It appears therefore that the field infrastructure of the Department is not fully capable of performing all activities required to assist SME's. This is particularly true in the rural areas where such activities are expected to be performed by District Commissioners who have other responsibilities delegated to them by the Government Ministries and statutory bodies.

The Department is aware of its absence at the field level and is therefore intending to establish its own field officers at the district level to be responsible for all matters pertaining to trade. However, it is not certain at present as to when this will be done in view of the budgetary and manpower limitations being experienced. The Manpower strength of the Department is as follows:

- 1 Principal Trade Officer - with Ph.D. in economics
- 2 Sector Trade Officers - with Bachelor's degrees
- 6 Trade Officers - with no post-secondary education
- 6 Senior Assistant Trade Officers - with no post-secondary education
- 3 Assistant Trade Officers - with no post-secondary education
- 3 Vacant posts of the Assistant Trade Officer grade

Given the high turnover experienced in Government Ministries and Departments, it is difficult to ascertain the extent to which the present manpower has or will have the requisite experience to adequately carry out their various responsibilities concerning both internal and external trade and at the same time undertake promotion activities for SME's.

With sufficient manpower, the department would want to undertake quite a wide variety of activities aimed at the promotion and development of SME's, particularly the following:

- a. economic intelligence
- b. prefeasibility and feasibility studies
- c. market surveys; and
- d. general extension and intensification of its promotional activities particularly in the rural areas.

The Industrial Department

The duties and responsibilities of the Industrial Department are geared towards the promotion and development of manufacturing industries. They include:

- a. promoting the expansion of existing industries and the establishment of new ones which are both import-substitution and export-oriented;
- b. encouraging and promoting the development of Malawian entrepreneurship in the area of small- and medium-scale industry;
- c. undertaking analysis of industrial investments;
- d. assessing and reviewing industrial incentives such as tax rebates, exclusive protection and tariff protection;
- e. incorporation and registration of industrial firms; and
- f. licencing of industrial firms.

The Department has a Small-Scale Industry Unit which was primarily created to (a) formulate and enforce Government policies in order to create a climate favorable to SME development, (b) promote small-scale industries, (c) collect data and disseminate information pertaining to the development of small industries, (d) advise Malawian small-medium entrepreneurs on licensing requirements, raw material procurement, marketing and financial assistance programs. Indeed, all these are challenging and important responsibilities for the development of SME's. However, the institutional capability of this unit is limited. For instance, the unit is currently manned by only two people who have university education, but do not have the requisite background knowledge or experience that will be needed to address the numerous problems facing small-medium enterprises. The initial establishment was four officers - 1 senior industrial development officer, 1 economist, 1 industrial officer and 1 senior assistant industrial officer. None of these was expected to have any engineering qualifications or industrial experience of any kind.

An examination of manpower distribution between the Small-Industry Unit and the Industrial Development unit suggests that the Industry Department

puts more premium on the development of large-scale manufacturing. As opposed to only 2 officers in the Small-Industry Unit, the Industrial Development Unit has 11 officers of the following categories:

- 1 Senior Industrial Development Officer - no post-secondary education
- 7 Industrial Development Officers - 2 with university education and 5 without post-secondary qualifications
- 2 Assistant Industrial Development officers - no post-secondary education
- 1 vacant post of Senior Assistant Development Officer

The effective implementation of the READI Project will be significantly affected by the functioning of the Ministry's Trade Department and its Industry Department. Staff development needs in these departments might be addressed by HRID assistance in providing long-term specialized training as appropriate. In addition to staff development training for the Ministry, HRID could assist significantly in meeting the various training requirements of small and medium scale entrepreneurs. Training of trainers would be especially valuable in that it would respond to a serious need, and would like constitute the most cost effective use of HRID's resources.

In addition to the Ministry of Agriculture and the Ministry of Trade, Industry and Tourism, two others have key roles in projects designed to carry out USAID/Malawi's country development strategy. The Ministry of Finance is centrally involved in carrying out the requirements of the FY 1986 African Economic Policy Reform Program Grant. (Source: For details, see Parastatal Divestiture: Agricultural Development and Marketing Corporation. FY 1986 African Economic Policy Reform Program Grant, USAID/Malawi, July 1986.) The Ministry of Health plays a key role in USAID's on-going health projects. (Source: For an in-depth study of the Ministry's structure, functions and use of its human resources see Report of the Malawi Civil Service Review Commission, Annex - Case Study of the Ministry of Health)

VI. An Analysis of Institutional Capacity to Address Human Resources Development Needs Through Preservice and In-service Training

General Overview

Selection of Institutions

Analyzing Malawi's institutional capacity to address the country's evolving human resources development needs had to be done within the time limits and the scope of the stated Terms of Reference. This required certain selectivity. The education and training institutions that we examined were chosen on the basis of the following criteria:

- role played in carrying out the GOM's human resources development priorities;
- history of or potential for producing managers, administrators, professionals and technicians in scarce occupational categories;
- involvement in current or planned USAID projects or activities that promote achievement of the overall country development strategy.

We relied heavily on the guidance of the Technical Committee, but selected additional institutions as preliminary findings indicated that these institutions met the above criteria. The following training institutions were surveyed:

Lilongwe School of Health Sciences
 Natural Resources College
 Malawi College of Accountancy
 Malawi Institute of Management
 Malawi Railways Training Center
 University of Malawi
 Bunda College of Agriculture
 Chancellor College (Economics and Public Administration)
 Kamuzu College of Nursing
 Polytechnic Institute

In addition to these training institutions that address economy-wide human resources development requirements, there are numerous training programs within GOM ministries and other agencies. Attachment 4,

compiled by the IBRD in 1978, provides an indicative listing of these ministry-level training programs. While we did not survey these programs, we expect that they constitute a valuable human resources development resource and that some of them might qualify for assistance from the HRID Project.

Institutions in Development/Transition

One of the institutions selected for analysis is in the development stage; another is in transition. They are included in the institutional capacity analysis because of the central role they are designed to play in meeting two of Malawi's highest priority human resources requirements.

The Malawi Institute of Management (MIM) is still developing or "on paper." Needs assessment, feasibility and design studies have been carried out and there is general expectation that the organization will begin operating within the next 6-12 months. The start-up date or timeframe will depend largely on the progress of final negotiations with donors.

The College of Accountancy (COA) is in transition. It has been operational as a part-time accountancy training school since 1979. It moved into a new facility this year and will begin operating in the 1987-88 academic year as an expanded, full-time training institution for professional accountants and accounting technicians. Expectations of COA in the public and private sectors is quite high. It is anticipated that COA will increase the quantity and quality of professionally qualified accountants and accounting technicians in Malawi.

Data Deficiencies in Analysis of Training Institutions

The general scarcity of quantitative manpower data and limitations of the available data, as discussed in the Executive Summary, affected certain measures in the institutional capacity analysis. First, the lack of manpower demand data made it very difficult to measure the extent to which the training institutions are responding to existing and future demands of the workforce. Second, it also made the assessment of the appropriateness of training offered by the institutions more difficult. No previous analyses or studies of such effectiveness were found among the secondary sources and the time and scope limits of this Survey did not allow for such an analysis. Therefore, the experiences and impressions of the primary sources interviewed provide the measure of the appropriateness of training. Third, while there was quantitative data on the numbers and percentages of students graduating from the training institutions, there was virtually no data on the subsequent success or failure of these graduates once they entered the workforce. There were, in a few cases, mild differences of opinion between the training institutions and employing organizations as to how well prepared the graduates were upon entering the workforce. Still, this provided only a very qualified indicator on the question of graduates' performance in the workplace.

University of Malawi - Chancellor College

Background

The University of Malawi was established in 1964 and admitted its first students in 1965. There are four colleges in the university system: Bunda College of Agriculture, Chancellor College, Kamuzu College of Nursing, and the Polytechnic.

Since its founding, the numbers of programs offered has grown considerably, as has the enrollment. In the current academic year, 1985/86, there are about 2,360 students in diploma and degree courses, of whom 82% are males. The projection for 1995 is to expand to 4,000 students. This expansion is intended to include up to 200 places for medical students and up to 500 places for external diploma/degree students.

The academic faculty has grown tremendously during the past twenty years as well, and the University has made good progress in localizing positions through staff development programs sponsored by various donors. As of 1976 there was a total faculty establishment of 160 positions of which 117 posts were filled. At that time only 32 (26%) were Malawians. (Source: Malawi Education Sector Survey, IBRD February 23, 1978, Appendix I, p 7) By 1984/85 the faculty had increased to 270, of whom 175 (65%) were Malawians (Source: Educational Statistics, 1985, MOEC Planning Unit, p 69) Sixty four persons are currently enrolled in advanced degree programs overseas through the University's staff development program, which will help to further the effort to localize the academic staff in the next few years.

Chancellor College

Two departments in Chancellor College are the major sources of entry level employment supply to the Government: the Department of Economics, and the Department of Public Administration.

The Faculty of Economics has an establishment of eight positions. Four positions are occupied by Malawians, two are filled by expatriates and two are vacant. Currently two staff development fellows are studying for Ph.D.'s in the U.S. and are due to complete their programs within two years.

The Department produces between 20-30 graduates per year. While there is no systematic information available regarding where graduates find work, the majority have historically gone to work for the Government. More recently, however, it appears that sources of employment have become more varied, with some graduates going into banks and other organizations outside the Government. The Department feels that the current level of output can be absorbed by the economy without difficulty. In years when graduates have approached 30-40, it has taken longer (up to a year) before all of them found work.

Discussions with Government officials have consistently indicated satisfaction with the quality of education offered through the Department. There has also been discussion of developing a Masters Degree program so that the number of people currently going overseas for such study could be reduced.

At present, it appears that the Department is pretty well staffed, although two positions remain vacant and two are still occupied by expatriates. The return of the two staff development fellows will help to complete the complement. All of the existing academic staff and both staff development fellows are male.

In discussions with the Head of Department, there was no indication for a need for additional staff development awards. If the Masters degree program were to go forward, the faculty might have to expand. The HRID project could be a source to such an effort if the demand arose, since graduates of such a program would address a continuing training need within EPD and other parts of the Government. This situation might be looked at again in a year or so, at which point the potential need could be further examined.

The Department of Public Administration is the other main supplier of entry level personnel to the Government. This Department currently has a faculty of six, of whom one is an expatriate.

During the past few years, the Department has noted a gradual decline in the demand for its graduates and accordingly has reduced its intake. In response to the changing manpower needs of the country it has also adapted its curriculum to give more emphasis to economics, statistics, management and computer studies. The curriculum also includes yearly attachments to government departments so that students can gain practical experience during the course of their academic program.

At present, the Department appears to be adequately staffed. Given the levelling off of demand for graduates of this program from the Government, it seems unlikely that there would be a need for resources from the proposed HRID project to support this program.

Neither the Department of Public Administration nor the Department of Economics offers in-service, non-degree short courses or workshops for middle or senior level officials. Instead, their emphasis is clearly on pre-entry students. It might be noted, however that some faculty members occasionally consult or do research on government programs and in this way are able to stay in touch with current issues and problems in the public sector.

The Polytechnic - Faculty of Commerce

The Faculty of Commerce contains three departments (accountancy, business studies and management), and offers three diploma/degree courses. The

Diploma in Business studies is a three year full-time program intended to prepare graduates for work in commercial business. A second program offered in this faculty is the BComm in Accountancy. This is a two year full-time program open to students with a diploma in business studies. This program emphasizes accounting and related areas of financial management. The third program is part-time, for mature students currently working in management positions. The course operates on a one-day per week basis over a two year period. Currently there are about 200 students currently in these three programs.

In terms of demand, the Faculty sees a steady and continuing need for accountancy graduates and is considering launching a new Bachelor of Business Administration after having surveyed industry and commerce concerning the demand for such a degree. On the other hand, the current demand for the diploma in business studies is not high. In fact, there may be an oversupply of such graduates in the current marketplace. The faculty is also considering the establishment of an MBA program 3-4 years from now.

At present, the faculty includes 13 fulltime staff: 7 in business studies, 4 in accountancy and 2 in management. Three of the 13 are expatriates. The Department of Management has two vacancies that it has been unable to fill since the departure of two expatriates during the past two years. The Department of Accountancy also has two vacancies and two of the 4 occupied positions are held by expatriates. The Business Studies Department is currently adequately staffed. All departments, however, experience considerable difficulty in attracting and retaining staff, especially persons with some business experience. The main cause of this problem is low salaries.

Also operating in the Department of Management is a Management Centre through which a number of short courses are offered throughout the year. During the past year, for example, 14 courses involving 185 participants were conducted. They covered topics ranging from general management to more specialized areas, such as marketing and sales management, financial management, stock control, and recruitment and selection. This center has also designed tailored in-company courses for organizations such as ADMARC, Blantyre Water Board and the Reserve Bank.

Among the various departments surveyed in the University of Malawi, the Department of Management and its associated departments in the Faculty of Commerce have the strongest record in conducting in-service training. Comments from private sector employees on the quality of the programs offered through this Faculty are favorable. The only hesitation occasionally expressed is that some of the courses could be more practical in their orientation. On the whole, however, their reputation seems to be quite solid.

At present, the Department of Management is operating only at half strength, and has a great deal of difficulty attracting lecturers who have business experience. This type of background is especially important when conducting in-service courses for practicing managers.

The Department would also like to expand into other areas such as small-scale enterprise development and management, but does not have qualified lecturers to teach in this area.

Among the various existing training institutions visited during the course of our Survey, the Faculty of Commerce (particularly Business Studies and Management Departments) seems to have particular potential for serving as a management training resource to the proposed HRID project. This institution could potentially help in developing courses in small and medium-scale enterprise management to support USAID's programs in this area.

The main difficulty is that this Faculty is currently understaffed (especially the Department of Management) and seemingly would not be in a position to take on substantial additional work. However, given the Faculty's generally successful track record to date, USAID might want to consider committing resources to it early on in the HRID Project, to further strengthen its institutional capacity. Such support could possibly include staff development scholarships as well as short and long-term technical assistance to help strengthen training programs for practicing managers at mid and senior level management positions, and small scale enterprise management.

The Polytechnic - Faculty of Engineering

The Faculty of Engineering offers a three-year program for the Diploma in Engineering. This is a non-specialized program, which serves as the basis for an end-on three year program for the Bachelor of Science in Engineering. The BSc is general also, but there is some specialization in the three fields of civil, electrical and mechanical engineering. The broad-based courses cover a range of engineering principles and applications, along with mathematics, computing and industrial studies, and a course designed to emphasize the role of the engineer in society and to introduce students to the basic principles of management. (Source: The Polytechnic 1985-1987, Calendar)

Enrollment in the Diploma and Degree programs in the Faculty of Engineering for the 1985/86 academic year was as follows:

Year 1	57
Year 2	48
Year 3	57
Year 4	20
Year 5	20
Year 6	19
Total	221

(Source: University Office, University of Malawi.)

There were no female students among the 221 students enrolled in the Faculty of Engineering in 1985/86.

The percentage of expatriates on the Faculty staff has been substantial, but has decreased significantly since the 1981/82 academic year. Information provided by the University shows that in 1982 the establishment was 22, with 10 posts filled - 1 post by a Malawian and 9 posts by expatriates. In the information provided by the University, it is noted that the figure for local staff includes those who are on sabbatical leave or on training abroad, and whose posts are occupied by expatriates. Therefore, it may be that the one Malawian shown as being in post in 1982 may well have been in training, with an expatriate staff member occupying the post. The same is true for the years that follow. The establishment in 1983/84 was 27, with 26 posts filled - 3 by Malawians and 23 by expatriates. The establishment in 1985/86 was 27, with 25 posts filled - 11 by Malawians and 14 by expatriates. Even if all of the numbers shown to be local staff were, indeed, Malawians, the percentage of expatriates in post in the Faculty would have been 90% in 1982/83, 88% in 1983/84, and 56% in 1985/86. The Polytechnic reports that the Faculty's establishment for the 1986/87 academic year is 48. Of this total, 27 are Malawians and 21 are expatriates. However, 16 of the Malawian staff are in overseas study, leaving 11 Malawians and 21 expatriate staff presently in post. To the extent that those shown to be local staff members were not Malawians, the percentage of expatriates in post would be higher.

The Faculty has serious difficulty in the recruitment and retention of academic staff. First, it is becoming increasingly difficult to recruit staff because the University cannot match salaries offered by private sector employers. This problem is aggravated by the resignations of trained and experienced staff members who leave to join the private sector. In fact, it is not just the private sector, some faculties are losing staff to universities in neighbouring countries.

The Polytechnic's experience is that the only way to replace lost staff members is to train new ones. (Information provided by the University indicates that 8 staff members of the Faculty of Engineering were in overseas training as of October 1986). This, however, leaves a 4-5 year gap between the recruitment and the professional qualification of the newly hired lecturer. The Polytechnic's problem of recruitment and retention of staff evidences the continuing shortage of qualified professionals and technicians, especially engineers.

Bunda College of Agriculture

Objective

Bunda College is one of the four constituent colleges of the University. Its objective is to teach general agriculture to diplomates and undergraduates. It offers a three-year program, successful completion of which leads to a diploma. A selected group of the Diplomates are admitted to an end-on program of two years, successful completion of

which leads to the Bachelor of Science degree. Bunda also offers higher degrees (MSc and PhD) on a part-time basis. The University of Malawi 1984-86 Calendar notes that the first PhD conferred by the University was in the field of agriculture. The College is organized into the following departments: Agricultural Engineering, Crop Production, Livestock Production, Rural Development, and Home Economics/Human Nutrition.

Student Enrollment

Student enrollment in the 1986/87 academic year is as on Table 7 below:

Table 7: Student Enrollment

<u>Qualification</u>	<u>Enrollment</u>		
	<u>Male</u>	<u>Female</u>	<u>Total</u>
Diplomate candidates (3-year program)	292	44	336
BSc candidates (5-year program)	59	9	68
TOTALS	351	53	404

Women constitute 15% of the Diplomate candidates, 15% of the BSc candidates and 13% of total enrollees.

Demand for Graduates

The College's graduates go on to work in all sectors of the economy. Those who enter the Government go largely to the Ministry of Agriculture, Ministry of Education, and the Ministry of Forestry (and Natural Resources?). Some graduates to the statutory bodies, including ADMARC, the University, and the small-holder tea, sugar and coffee plantations. Others go into the private sector, including banks, estate farms, Press Farming, and the private sugar and tea estates. As to functional areas into which the graduates enter, the demand for graduates is high in research and banking, and moderate in teaching.

Staffing

Presently, the establishment for academic staff is 44. Of the total, 29 Malawian staff members are actually in place at the College; one other staff member is on consignment to FAO, one more on leave of absence with a publishing company in Blantyre, and thirteen are in training outside Malawi. Technically, therefore, the staff is fully localized, i.e., Malawians are either working in or assigned to all 44 establishment posts. However, only 29 of these staff members are actually in place. This leaves 15 positions that would actually be vacant. To fill such

vacancies, the College must rely on expatriates. Presently, there are three expatriates occupying establishment positions. One other expatriate holds a special-purpose position that is outside the establishment.

Of the total 44 establishment positions, two (less than 1%) are occupied by women. Of the 13 persons in training, two (15%) are women.

Staff Recruiting Problems

Despite the problem of having the staff reduced to a significantly lesser number than the establishment because of training and other absences, Bunda has been able to identify and prepare sufficient Malawian professionals for its academic staff - over the long term. It has done so by selecting potential staff from its student body, arranging for those persons to take advantage of available scholarships for external training, then taking them onto the staff upon completion of the post-graduate (MSc and PhD) study. It has not experienced significant wastage of staff to the private sector, but has lost some staff to secondments to public sector organizations.

Other Donor Support

Bunda College has received substantial external donor support since the mid-1960's. In 1966, USAID provided \$1.5 million for the first phase of the College's development. These funds financed technical assistance (four expatriate lecturers) for four years, and construction of administrative and classroom facilities and student accommodations. A second phase of Bunda's development was financed by the United Kingdom. For a third development phase, USAID provided \$4 million in 1976 to support increased student enrollment, long-term academic training for staff, provide long-term technical assistance, construction of soil and animal science laboratories and student and staff housing facilities. A UNDP/FAO project initiated in 1978 provided \$3.4 million for equipment procurement and upgrading of teaching staff.

Making full use of this substantial assistance, Bunda College has granted 861 diplomas and 300 BSc degrees. In the agriculture sector, both public and private sector, nearly all expatriates have been replaced and by trained Malawians.

Future Plans

Employers of Bunda College graduates are now requesting that there be more specialization in the training of undergraduates, and that more training be made available at the Master of Science (MSc) level. The College is planning to respond to these expressed needs of public, statutory body and private sector employers. There are existing plans to introduce training at the MSc level. If equipment and personnel can be procured, these courses will begin in September 1987.

To date, the only training in forestry available in Malawi has been provided by the Malawi College of Forestry, which offers courses at the certificate and diploma level for technical and sub-professional forestry specialists. Degree level forestry training has been available only outside Malawi. Starting in September 1987, Bunda will offer a degree (BSc) program in forestry. For this new program, the College will need forestry experts to teach the courses. Because there are not enough professionally qualified Malawian forestry experts to provide teaching staff, the College will have to employ expatriates until sufficient Malawians can be trained. To train Malawians at the MS and PhD level, donor assistance will be needed for external training.

Kamuzu College of Nursing

The Kamuzu College of Nursing, founded in September 1979, offers a four-year program leading to a Diploma in Nursing and a Certificate in Midwifery. The program is designed to provide a broad academic foundation on principles of the physical, biological, social and nursing sciences, necessary for the promotion of health, prevention of disease, curing and rehabilitation of patients. Students acquire skills in nursing practice in regional and district hospitals. The first group of nursing students was awarded the Diploma in Nursing in 1982.

Demand for Graduates

Demand for the College's graduates in the private sector is quite high. The majority of the graduates are employed by the Ministry of Health to work in regional and district hospitals and rural health centers. Demand is low in the public sector because private physicians and hospitals have tended to hire lower qualified and lower salaried "enrolled" nurses, who are trained only to the certificate level.

Staffing Development Needs

To prepare for the degree program in general nursing, which the College plans to initiate next year, it needs professional development for its academic and administrative staff. The stated needs are as follows:

- advanced (MSc and PhD) technical training for teaching staff, which presently has no PhD's;
- professional qualification in accounting for the College bursar;
- management training for the Registrar's office;
- advanced (Master's) training for the College Librarian.

Other Donor Support

In addition to the GOM's funding support, the College receives other donor assistance that has provided for salary supplementation for staff, scholarships for staff development training, books and building construction.

Future Plans

The College of Nursing plans to start a post degree program for registered nurses beginning in the 1987/88 academic year. In preparation, it will be pursuing its staff development program.

Staff Training College, Mpemba

The Staff Training College (STC) was established in 1962. Its main purpose is to conduct induction training for three common cadres (clerical, accounting, and secretarial) and promotion courses for clerical administration and secretarial work at various levels of the civil service. The physical facility is also used by other Ministries for their own training courses. The STC has also attempted in the past to offer courses at the mid and senior levels of the civil service but the existing staff members are generally not well suited to handle courses at this level. (A complete listing of courses offered in the past year is included in Attachment 5.)

The STC has an establishment of 20 lecturers. However, only 16 positions are currently occupied. Staff are assigned to teach at the center for various periods of time and can be recalled to other assignments within government on very short notice. This arrangement hampers the teaching program and the current acting principal is pushing to get permanent staff who are committed to remain and teach at the institution. An additional problem confronting the STC is inadequate facilities. Some of the buildings are in need of repairs, and overall the facility is not very suitable for mid and senior officers in civil service.

A review of the program of courses offered at the STC reveals that its overall orientation is not aimed at mid to senior level administrators and managers. Thus, this institution would not seem to be a particular priority for institutional development in the proposed HRID project. (For a more indepth discussion of the STC see the Herbecq Report).

Malawi Institute of Management (MIM)

The Malawi Institute of Management (MIM) is still in the planning stages, and there is nothing that can be said about its record to date. Nevertheless, a few observations about this proposed institute are in order.

The idea and commitment to establish such an institute goes back several years and several feasibility studies have been conducted during the ensuing period to assess the need and requirements for such a facility. The purpose of MIM will be to provide management training for senior level officers in Government and statutory bodies and to some extent managers in the private sector. The target population is estimated to be about 4,000 people. While its primary function will be to offer management training courses and seminars, it is also intended to conduct applied research and offer consultancy services to client organizations. The need for such a facility is widely recognized and accepted, and it now appears that the establishment of this institute will get underway in the coming 6-12 months.

Several donors have offered to provide financial and technical assistance to the effort, among them, the World Bank, UNDP and ODA. Thus it does not appear, at present, that the proposed USAID HRID project would have a significant role to play in the implementation stages. However, since this institute will undoubtedly play a primary role in providing mid to senior level management training in Malawi, the project should consider leaving open the possibility of providing limited amounts of support as may be called for in later years. (For a more detailed description of this institute and its intended programs, see: A Proposal for the Creation of the Malawi Institute of Management, dated August 1986.)

Natural Resources College

Objective

The Natural Resources College (NRC) opened in November 1983. It is closely linked to the National Rural Development Program (NRDP). Its purpose is to prepare young Malawian men and women for services in various rural development activities, to ensure that the NRDP has the personnel necessary to achieve its rural development objective.

NRC is situated on 291.5 hectares of prime farm land near Lilongwe and is a modern co-educational residential training institution. It provides practical, Certificate level courses for employment as Technical Assistants in the following areas:

- Agriculture - production, management, extension
- Farm Home Science - extension, management
- Veterinary Science - extension, practice
- Fisheries - biology, production, processing
- Parks and Wildlife - management, extension

- Water studies - supply, resources development, extension
 Surveys - surveying, cartography.

All courses are two years in duration, except Surveys, which is an upgrading course for Technical Officers (T.O.). Each course is specifically designed to provide the type and amount of training required for successful employment by prospective employers. Students spend approximately 60% of study time in practical work on the College farm and in the surrounding community (villages).

Student Enrollment

NRC's current student enrollment is shown on Table 8 below:

Table 8: NRC Student Enrollment

<u>Program/Course</u>		<u>Enrollment (1986/87)</u>	
		<u>Male</u>	<u>Female</u>
Field Assistant	Year 1	153	0
	Year 2	169	0
Veterinary Assistant	Year 1	25	0
	Year 2	46	1
Farm Home Assistant	Year 1	0	26
	Year 2	0	26
Fisheries Assistant	Year 1	0	0
	Year 2	11	0
Parks and Wildlife	Year 1	9	0
	Year 2	0	0
Water Studies Assistant	Year 1	0	0
	Year 2	0	0
Surveying/Cart. T.O.	Year 1	0	0
	Year 2	12	0
Field Assistant (new one-year, in-service course)	Year 1	25	2
Totals		450	55

Female students constitute 12% of NRC's current enrollment. Of the 55 female students enrolled, 95% are in the Farm Home Assistants program. These percentages are particularly striking, given that about 70% of Malawian women are actively involved in agricultural production.

Demand for Graduates

Although no quantitative data is available on the demand for NRC's graduates, the College's prospectus indicates the largest user of NRC graduates is the Government, though some are employed in the private sector. Emphasizing that these students are trained to do practical work in the rural areas, NRC officials note that it has trained (and sent back) students from every village in the country.

Staffing: Institutional Constraint

The College presently operates under a substantial institutional constraint. Although operating since 1983, NRC does not to date have a Board of Governors, and it is answerable to four ministries. Until a Board of Governors is established, the College cannot be assigned an establishment. Consequently, all academic staff are on secondment from the GOM; they can be, and sometimes are, recalled by their parent ministries as those ministries require. The Board of Governors is being formed, but it is not certain when it will begin to function.

Despite the lack of a Board and the availability of staff only on a secondment basis, NRC has a continuing staff development effort. However, a number of the seconded staff members sent for training overseas have since been recalled from the College. Three persons, sent for training at the start of the project, were to return as the College's administrators. One of them was subsequently recalled to a ministry staff position; two remain in the College's administration. A second group of six persons were sent for overseas training with the intent of returning to NRC's staff; only one of those persons is presently on the staff. Five persons are presently training in the UK. They are scheduled to return to Malawi next year, but it is not known whether they will return to the NRC staff.

Consequently, the College's staff development needs remain high. One high priority skill area is administration, specifically, supervision, staff evaluation, motivational skills and conflict management. Another is financial management and budgeting. A third important area is curriculum and academic program design, the special skills needed being scheduling, examination management, student evaluation, assesment and utilization of physical resources. College officials note that a substantial part of these staff development needs could be addressed by specially designed, in-service training courses presented in Malawi.

Other Donor Support

The GOM and Government of Canada signed an agreement in 1979 for a cooperative effort in developing the Natural Resources College. The agreement provided for a total project cost of 17,000,000 MK, of which Canada would provide 15,000,000 MK. These funds provided for construction of a full complement of college buildings, including hostels, classrooms, laboratories, workshops, offices and farm

facilities; purchase of all equipment and materials necessary to operate the college; development of curriculum for all programs to be offered; development, through scholarships for external study, a core administrative staff; and assistance with development of the teaching staff.

Presently, NRC receives no external donor assistance. It operates entirely on GOM subvention.

Future Plans

NRC plans to explore and adopt new ways to reach the expanding rural population. One way of expanding its outreach will be through adult training programs. Those who provide this training will have to know not only their technical specialty; they will also have to have training and communication skills that enable them to train a largely illiterate population. Some amount of retraining will be required to prepare the staff for the new adult education programs.

The concept of the NRDP is to develop rural Malawi, where more than 85% of the country's population resides. NRC will continue to train the personnel who have the practical skills needed to implement NRDP.

Malawi College of Accountancy

Objectives

The Malawi College of Accountancy (COA) is a statutory body that was established under the Education Act, and began operating in 1979. "Its objective is provide a specialist facility within the country for the training of accounting personnel, as a contribution to the more fundamental objective of reducing the dependence of the country upon the more costly expatriate expertise in the field of accounting and finance. Such a facility has the additional advantage of reducing the need to train Malawians overseas at high cost in foreign exchange and of giving the opportunity to provide training more specifically tailored to the country's needs." (Source: D.C. Manda (Principal), Malawi College of Accountancy - Statement of Development Policies (1986-1995), May 1986, p.1. - General information on COA, presented in this discussion, was obtained during a personal interview with the Principal on December 4, 1986. In addition, the Principal provided supporting quantitative and qualitative data information in the form of written information-sheets.) As a secondary objective, COA provides short courses and seminars in accounting and finance.

The new facility, co-located with the Polytechnic Institute in Blantyre opened in August 1986 and continued the College's part-time course offering. Beginning in September 1987, COA will have a full-time residential program, and emphasis will shift from day-release to block-release programs.

Student Enrollment and Graduate Output

Since its inception, COA has offered courses on a part-time, day release basis at its Blantyre and Lilongwe centers. The pattern of student enrollment and output is as shown on Tables 9 and 10 below:

Table 9: COA Enrollment

	<u>81/82</u>	<u>82/83</u>	<u>83/84</u>	<u>84/85</u>	<u>85/86</u>	<u>Projected 86/87</u>
Technician	138	158	155	180	152	180
Level One	37	39	33	56	68	50
Level Two	14	27	23	18	37	35
Level Three	-	-	-	-	-	5
Total	<u>189</u>	<u>224</u>	<u>221</u>	<u>254</u>	<u>257</u>	<u>270</u>

Table 10: COA Graduate Output

	<u>Brought Forward</u>	<u>82/83</u>	<u>83/84</u>	<u>84/85</u>	<u>Total to Date</u>
Technician	18	6	7	24	55
Level One	20	3	2	10	35

Consistent with the Education Development Plan (1985-1995), (COA) is aiming for a minimum output of 300 certificate level and 120 higher qualification passes over the Plan period. (Source: Republic of Malawi, Ministry of Education and Culture, Education Development Plan (1985-1995), Operational Supplements, May 1985, p.1.17)

Demand for Graduates

Available data on the very high demand for accountants is presented in Section III above. COA will likely be the principal source in Malawi for meeting that demand. The Principal estimates that the market for professionally qualified accountants and accounting technicians in Malawi will not be saturated for the next 10 years. It can be concluded that because COA is the only public training institution for professionally qualified accountants and accounting technicians, the demand for its graduates will likely remain high for at least the next 5-7 years.

Staffing

The College's present teaching staff (including staff who are in training) is as follows:

- Professionally qualified Malawian accountants -	3
(Principal plus two others)	
Professionally qualified expatriate accountants -	5
Malawians candidates presently in training -	12
(8 in the UK and 4 in Malawi)	
TOTAL	20

(Of the 20 staff members, one is a Malawian woman and 2 are expatriate women.)

Staff Recruitment Problems

Recruiting of staff is a problem. Finding professionally qualified accountants is very difficult since there are only about 40 such Malawian accountants and roughly 300 expatriates. The large majority of these are in the private sector because of the much higher salaries and benefits offered by private companies.

As regards specialization of accountancy teaching staff, mathematics teachers represent a very important staffing need, because students have experienced a high failure rate in their quantitative methods course work. There is also a present and growing need for computer specialists (data entry, programming, word-processing).

Other Donor Support

COA has been aided from inception by an International Labor Organization (ILO) project, which was financed by the United Nations Development Program (UNDP). The project provided three professionally qualified and experienced accountants to COA's staff for the 1984-85 academic year. ILO assistance was phased out at the end of that academic year, but has been partially replaced by technical assistance provided under a World Bank loan. The Bank loan also financed construction of the new facility in Blantyre, which opened in August 1986. A second phase of the ILO project has been approved and is expected to start this year. It will again provide three staff members to the College; all of whom are expected to arrive by March 1987. The Overseas Development Administration (ODA) is also providing two staff members who are already in place.

Lilongwe School of Health Sciences

The Lilongwe School of Health Sciences was founded in 1976. Its purpose is to train lower and mid-level personnel who deliver health services throughout the country. When the school was established in the mid 1970's, it was for the purpose of training clinical officers. The GOM soon recognized that Malawi needed more health cadre, and between 1980 and 1985, the School's program expanded to include training for dental assistants, radiology assistants, hygienists, medical assistants, ophthalmic assistants, public health nurses, anesthetic officers, community health nurses and lab technicians. Presently, there are twelve on-going training programs for health services personnel.

The School's 1986/87 enrollment is shown in Table 11.

Table 11: Enrollment

Program/Course	Length of Course	Enrollments					
		1986/87		1980/81		1975/76	
		M	F	M	F	M	F
Clinical Officers	4 Years	46	-	16	-	42	-
Dental Assistants	3 Years	20	-	18	-	-	-
Medical Assistants	3 Years	80	1	80	-	80	-
Health Assistants	2 Years	30	-	30	-	30	-
Laboratory Assistants	2 Years	19	1	10	-	-	-
Pharmacy Assistants	2 Years	14	6	13	-	-	-
Radiography Assistants	2 Years	20	-	13	-	-	-
Ophthalmology Assistants	1 Year	19	18	-	-	-	-
Anaesthetic Officers	1 1/2 Years	6(1985)		-	-	-	-
Regional Community H Nurses	1 Year	-	25	-	-	-	-
Enrolled Community H Nurses	1 Year	-	48	-	-	-	-

M = Male

F = Female

Completion of the School's programs range from one to four years in duration leads to a Certificate qualification. Demand for the School's graduates is high. Most graduates are employed by the Ministry of Health. Some go to work for the Private Hospital Association of Malawi, and a few go to the Malawi Young Pioneers, the police, the army and the private sector.

To present its twelve programs, the School employed staff members as shown on Table 12.

Recruiting of staff is a difficult process because the School's teaching requirements demand specialists with training and experience. The School has experienced some wastage of staff, having lost five pharmacy assistant instructors to the private sector. It is not expected that the private sector's demand will continue to grow in this area.

Donor support for the School was quite high in its early years. France and Denmark assisted with construction of the facilities. France also provided equipment and staff for the pharmacy and lab assistants program, and Denmark assisted the clinical officers training program. Assistance has also been provided by the World Health Organization (WHO), ODA, the British Council, VSO and Japanese Overseas Cooperative Volunteers (JOCV). Gradually, however, the level of donor assistance decreased. In some cases, it stopped altogether. For example, WHO provided four teaching staff from 1976-1981, but now provides only one. The French Government has stopped providing tutors. There are presently no commitments of new donor assistance.

These reductions in assistance occurred as the School was expanding, resulting in serious financial constraints. A direct consequence of those constraints is a marked shortage of accommodations for the School's approximately 400 students. There are no student hostels at all for female students, so the School has to rent space for them from the Kamuzu College of Nursing. USAID is financing the construction of housing for 120 students and office space. The housing will be used entirely for students participating in USAID's health Institutions Development Project. It will not alleviate the School's pre-existing student accommodations problem.

The School now has an even more urgent problem. WHO has provided five equipped dental chairs, but there is no building in which to set them up. They are, therefore, not available for use in the dental assistants program.

The Lilongwe School of Health Sciences plays a major role in the country's health services delivery system, in that its graduates provide an outreach to rural areas, without which a large majority of Malawi's population would have no trained health services provided at all. With a total estimated population (1985) of just over 7 million, Malawi has only 2 central hospitals, one in Lilongwe and one in Blantyre. To provide health services for the rest of the country, there are 42 district hospitals, 38 rural hospitals, 528 health centers, and 134 posts. (Source: The National Health Plan of Malawi 1986-1995, Ministry of Health, Lilongwe.) These health services facilities, especially those in the rural areas, are staffed largely by graduates of the Lilongwe School of Health Sciences. Consequently, the services that clinical officers, health assistants, dental assistants and other graduates of the School provide might range from simple first-aid procedures to far more consequential medical procedures. Sustained and effective training of these low and middle level health services provided is clearly an important human resources and institutional development requirement. The HRID project should consider assistance to the School's staff development efforts, and other institutional strengthening measures as appropriate.

TABLE 7

LILONGWE SCHOOL OF HEALTH SCIENCES - ACADEMIC STAFFING PATTERN

Malawi Railways Training Center

The Malawi Railways Training Center, located at Limbe, was founded in 1961. Its purpose is to provide basic courses for such new recruits as operating clerks, accounts clerks, sub-plate layers and locomotive drivers. It also offers training, and is the only source of training for certain specialists that are unique to the railways industry, e.g., track fitters and riveters. All training that the Center provides is at the basic level; it has no capacity to provide more advanced training.

The level of training provided by the Center makes it somewhat peripheral to the focus of this Survey, which is assessment of requirements for managerial/administrative and professional/technical manpower, and of existing institutional capacity to develop such manpower in Malawi. While the Center does not fit neatly within the focus of this Survey, its primary institutional strengthening need is characteristic of many of the training institutions that we surveyed.

Training Center staff identified its primary strengthening need as training of trainers. Presently, to present courses at the Center, instructors are selected from Malawi Railways staff on the basis of their professional/technical qualification or on-the-job experience. They are not essentially trainers. The Center's highest priority is upgrading the training skills of Malawi Railways' instructors.

To achieve this, the Center, given the opportunity and necessary resources, proposes to identify professionally qualified senior engineers, as well as traffic officers with some academic qualification, and to train them as trainers. These trainers would return to working in their specialty areas and assigned posts, but would be called upon to develop and present specialized training courses as needed for the Center to address Malawi Railways overall training needs.

Having professionals and technicians who are also skilled trainers would not only improve the basic level courses offered, it would give the Center the capacity to offer more advanced training. The staff indicated that if it had such training resources, it would expand its management course to cover such administrative/managerial areas as marketing, traffic costing, project appraisal and management, maintenance of plant and rolling stock, purchase and supply.

Training of trainers, at whatever occupational level, is a fundamental strengthening need of Malawi's training institutions. The HRID project could help to address this fundamental need by assisting selected institutions to design and conduct general and specialized training of trainers programs. Thereby, even if the Malawi Railways Training Center, or other such centers, fall outside the specific focus of the project, they might still take advantage of training of trainers programs to upgrade the skills of their staff.