

Current Good Practices and New Developments in Public Service Management

A Profile of the Public Service of
Zimbabwe

The Public Service Country Profile Series: No. 7



Commonwealth Secretariat

Current Good Practices and New Developments in Public Service Management

A Commonwealth Secretariat publication series distributed in collaboration with The Commonwealth Association for Public Administration and Management (CAPAM).

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- c. improving the quality of services
- d. improving partnerships with organisations and agencies outside of central government
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**Commonwealth Secretariat
1997**

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FOREWORD

Since 1975, the Management and Training Services Division of the Commonwealth Secretariat, and its predecessor the Management Development Programme, have been providing extensive assistance to Commonwealth governments confronting the challenge of securing administrative and managerial improvements in the public sector. The Division's analyses of major trends and opportunities for public sector reform are complemented by its tailored consultancy and training packages designed in response to national and regional needs.

The current widespread debate concerning the managerial and structural options which will best fit the public service for the challenges of the next century touches the very centre of the questions concerning the role and responsibilities of the governments of the future.

The structure and processes of the overall public sector, that area of national social and economic life which is directly answerable to government, are significant in two ways. They serve to deliver, or to fail to deliver, the policy objectives of government, and they serve as a marker which government unavoidably sets down concerning accountability and transparency in national affairs, and the legal and constitutional framework for development.

As the range of structural options and accountability relationships utilised within the public sector increases, the complexity and diversity of that sector are growing. Assessing the strategic options for the public sector requires a clear understanding of the managerial alternatives and the actual and potential capacities of the core public service. I believe that this publication, and its companion volumes, is a significant contribution towards that understanding.

The Public Service Country Profile Series has grown out of a larger publication series examining current good practices and new developments in public service management. A pan-Commonwealth expert working group met in Kuala Lumpur in early 1993 to discuss the possible development of a policy guide for senior officials, highlighting the key principles underpinning recent managerial developments within the public service. This ground-breaking workshop developed the framework for *The Commonwealth Portfolio*, a distillation and analysis of innovations and best practices in public service management from across the Commonwealth.

The Commonwealth Portfolio is being published in loose-leaf format for easy updating, and its 65 entries will cover the major areas of change within public service management.

I am particularly pleased to note that in constructing the Portfolio the expert editors and compilers have been determined to ensure its relevance to the real challenges faced by senior officials and managers. To ensure that the principles it identifies are firmly grounded in real experiences and genuine achievements within the public service, member governments across the Commonwealth were approached to take part in a unique mapping exercise, identifying the actual changes which had been made in some key areas of public service management. That so many governments unhesitatingly agreed is a tribute to the spirit of co-operation and to the strength of professional networks within the public services of Commonwealth countries.

The Public Service Country Profile Series sets out the results of that mapping exercise, country by country, to provide an unprecedented insight into the real managerial and structural changes under way in the public service. In providing some firm ground on which those public servants, both elected and appointed, who are faced with the challenge of public service reform can stand while assessing the options available, the Country Profile Series marks a milestone in the debate concerning the management of the public service. Reality is informing rhetoric at last.

Dr. Mohan Kaul
Director
Management and Training Services Division
Commonwealth Secretariat

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The cover design was provided as a corporate contribution towards Commonwealth co-operation through the kind assistance of Francis Plowden of Coopers and Lybrand, London.

Thanks are also due to Nick Manning, previously Adviser (Organisation Structure and Design) MTSD, for editing this publication. Roy Chalmers and Greg Covington have assisted immeasurably in all aspects of the production of this series.

Although every attempt has been made to retain the accuracy of the contributing authors, final responsibility for any errors or inaccuracies rests clearly with the editors. The inclusion of any statement within this publication does not imply that this is an exhaustive analysis of current trends, or that this is official policy of the Government of Zimbabwe.

CONTENTS

Introduction			1
Section	1	Making the most of staff	9
	1.1	Ensuring non-discrimination in employment practices	11
	1.2	Enhancing management training and development	12
	1.3	Performance management and performance appraisal	15
	1.4	Achieving a mission orientation	18
	1.5	Improving workforce size control	21
	1.6	Monitoring Performance	23
Section	2	Making government more efficient	25
	2.1	Establishing an efficiency programme	27
	2.2	Improving productivity through commercialisation	29
	2.3	Strengthening anti-corruption measures	31
Section	3	Improving the quality of services	33
	3.1	Public reporting	35
	3.2	Introducing a quality management approach	37
	3.3	A particular initiative in ensuring a right of redress: the establishment of Police Community Relations Officers	39
Section	4	Improving partnerships with organisations/agencies outside central government	41
	4.1	Deregulation of controls and restrictions	43
	4.2	Decentralisation of responsibilities and functions	45
	4.3.	Liaison with academic institutions	47
Section	5	Making management more effective	49
	5.1	Management development	51
	5.2	Improving Management Information Systems	53
Section	6	Improving the management of finance	55
	6.1	Introducing value for money reviews	57
	6.2	Strengthening external audit	59
	6.3	Improving procurement and purchasing procedures	61

Section	7	Improving policy-making	63
	7.1	Improving policy presentation	65
	7.2	Enhancing policy co-ordination	67
Contact Addresses			69
Further publications from the Management and Training Services Division			71

INTRODUCTION

The expansion of basic services to the population in Zimbabwe since independence has been rapid and remarkably well administered. A young and inexperienced cadre of civil servants has, in a matter of years, managed to deliver services which earlier had been denied to large sections of the population, particularly in education, health care and agricultural services.

But the public administration of Zimbabwe is now in need of reform and modernisation because its processes and procedures were designed for a service with different objectives and more limited responsibilities. The decision-making structures were designed to implement more modest government policies than those now in force. These structures are no longer compatible with the requirements of a modern administration, nor with the efficient delivery of services to the larger population. This is clearly reflected in the evidence we have collected from the general public, local authorities and the private sector all of which have expressed dissatisfaction with the services delivered and with the attitudes and behaviour of some public servants. The lengthy delays recorded in resolving issues in ministries bear testimony to the justification for the complaints.

Report of the Public Service Review Commission of Zimbabwe, May 1989

Prior to independence in 1980, the Zimbabwe public service was a relatively small service concerned mainly with revenue collecting and regulation enforcement. Few services were provided for the majority black population, particularly outside the main urban centres. The minimal services that were provided in the rural areas were seriously affected by the liberation struggle in the years leading up to independence. Unlike most other former colonies in Africa, Zimbabwe inherited a public service which was dominated by resident white officers who had served the former regime. The first Zimbabwean Government therefore had to rely almost entirely in the initial stages on senior civil servants, some of whose interests and loyalties were suspect.

At the time of independence, there was a total of 10,570 established posts in the public service, of which only 3,368 (31.9%) were occupied by blacks, most of whom were at levels lower than senior administrative officer.

They were not in the policy planning and decision-making positions and so could not play a significant role in the crucial transition period that was to follow. In addition, they did not have experience in policy formulation and implementation necessary to achieve results in senior management positions. In consequence, newly

appointed ministers had to rely heavily on white permanent secretaries for advice and information.

To redress this racial imbalance, a Presidential Directive was issued in 1980 which introduced a strategy to facilitate the employment of blacks who had the required qualifications but who lacked managerial skills and experience. The imbalance was corrected within a relatively short period by a combination of the departure of large numbers of white officers under a scheme for early retirement and the repatriation of black Zimbabweans who had acquired a wide variety of academic qualifications, particularly in Britain and the United States. The result was a highly qualified public service with limited experience which was saddled with a system of public administration which was tied to the colonial past.

The new government immediately sought to design policies and programmes to meet the aspirations of the majority population, thereby extending social services to previously neglected rural and urban residential areas where the majority of blacks lived. Substantial achievements were recorded in expanding education, health and small-scale agriculture services. This extension of social services inevitably resulted in an increase in public expenditure and an increase in the number of public servants required to provide the additional services.

Within a relatively short period the service was trapped between dwindling resources, a continuing increase in the demand for services, and an out-dated system of public administration. It was against this background that, in 1987, the Public Service Review Commission was tasked to undertake an in-depth study of the public service of Zimbabwe.

Reporting in 1989, the picture painted by the Commission was of a public service which was:

- over-sized, cumbersome and heavily centralised;
- managed by inexperienced senior staff;
- characterised by overlap and duplication of functions;
- secretive, lacking in transparency, and with poor communication of decisions and problems;
- inaccessible to the general public; and
- suffering from over-complicated rules and elaborate procedures.

The Commission noted that these characteristics led to delays in service delivery and a lack of responsiveness to the needs of the general public, which resulted in a widening gap between the population and the public service.

Within the service itself, the Review Commission found that the heads of ministries were often overloaded in a management system that had become more complex. Resources allocated were inadequate and often inefficiently utilised due to poor allocation of both human and material resources.

The Review Commission recommended a reform and modernisation of the public service the structures of which were "no longer compatible with the requirements of a modern administration nor with efficient delivery of services to the population."

The reform of public sector management also became an integral part of the five-year Economic Structural Adjustment Programme (ESAP) introduced in 1991 with the long-term objective of improving the living conditions of the people through the improvement of economic performance. This objective was to be achieved by, among other measures, the reduction of the central government budget deficit which implied a reduction in the size of the public service and an increase in capacity and performance levels.

Economic Structural Adjustment and Public Service Reform are inter-linked. It is essential, therefore, that the public service should assist in achieving the goals of the Economic Structural Adjustment Programme and also act as an instrument of development itself. The objectives of ESAP are unlikely to be fully achieved and sustained unless the public service plays an active and facilitating role.

Based on the Review Commission report and subsequent studies, the following broad objectives underpin the current public service reform programme:

- improve the mechanisms for policy formulation and co-ordination;
- introduce performance management to ensure better service delivery;
- improve conditions of service, to retain competent skills and enhance morale and motivation;
- improve resource management (both human and material) through intensive reviews of management in all departments and agencies;
- upgrade basic management systems through training and staff development;

- restructure public expenditure through a rational process of labour deployment, structural reviews and decentralisation;
- reduce the size of the public service;
- set up and strengthen monitoring and support systems; and
- introduce computerised Human Resource Information Systems and a government-wide Management Information System.

To achieve these objectives, the Public Service Commission, which is the key player in designing, implementing and monitoring the reform programme, has implemented or is in the process of implementing changes which are designed to overcome the deficiencies highlighted by the Review Commission. The key elements of this movement towards a more efficient and effective public service are:

(i) To move away from an emphasis on rules and regulations towards a concern for performance and delivery of service to the public

Performance management is in the process of being introduced into all the ministries by encouraging managers to shed their old operating styles and to shift their focus from mere compliance with rules and other controls to seeking ways of achieving the best possible results. In effect, managers are being required to do more with less resources and are being held accountable for results.

All ministries have drafted mission statements and training in the concept of Performance Management has already been provided at the top three management levels in ministries. Institutional arrangements to sustain the system are already being expanded and National Training Institutes are being strengthened to enable them to provide performance management training to middle and lower-level managers throughout the service.

A Management Information System (MIS) will be introduced and designed to measure the performance of ministries and individuals against set goals and objectives or key result areas. The Management Information System (MIS) will form a basis for reward, sanction and identification of training and development needs.

(ii) To improve job definition and reward

A review and evaluation of job structures has been an important step in the reform. Re-organisation has enabled the service to streamline operations,

introduce parallel progression, and rationalise the numerous allowances introduced as a way to retain staff.

To implement the job evaluation exercise, a compensation survey was conducted aimed at improving conditions of service to provide enhanced rewards to experienced staff in those occupations which have presented problems in staffing.

(iii) To appraise personal performance

A performance appraisal system has been introduced to replace the previous procedures which were primarily related to personnel functions and focused on promotability assessments. Consistent with an increased emphasis on rewarding achievement, the new system is focusing more on objective setting, measurable outcomes, training needs and continuous dialogue between managers and staff. The development of competence profiles and frameworks to assess outcomes, development needs and potential will certainly have an impact on how the appraisal system will work.

The emphasis on performance – both institutional and individual – is being accompanied by efforts to develop meaningful indicators which can measure the quality of results and thus guide assessments of effectiveness and efficiency in the public service.

(iv) To review personnel policies and procedures

A personnel management manual is being produced which outlines all changes to policies, systems and procedures in response to the strategies of the reform programme and performance management guidelines.

(v) To improve personnel management information systems

To support the employee performance management system, a computerised Human Resource Information and Planning Programme is in the process of being established.

(vi) To decentralise decision-making

As a means of improving efficiency and enhancing accountability, the Public Service Commission has already decentralised to ministries a substantial amount of operational activities. Ministry head offices, in turn, are expected to decentralise a substantial amount of their functions to the provincial and regional levels.

This decentralisation should improve and contribute to faster decision-making and participation at local level.

(vii) To value and develop staff

The key to effecting reforms rests with the most important resource in the public service – its people. A highly trained, motivated, flexible and committed workforce is essential for transforming and achieving the cultural shift necessary for changing the way the public service is managed.

To facilitate and guide human resource development in the public service, a National Training Policy has been developed. The policy will be accompanied with a training procedures manual. Already ministries are required to have systematic training plans for improvement of skills and performance of staff.

(viii) To commercialise where possible

The public service is currently actively considering use of "market-type mechanisms" such as internal markets, sub-contracting, commercialising and user charges, in a number of areas, with a view to improving competition and choice. This will increase government capacity to re-allocate resources in line with changing priorities as well as allowing it to reduce public expenditure.

(ix) To develop further improvement programmes

Work is in hand to develop programmes which will:

- introduce entrance and promotion examinations;
- assist in career development;
- strengthen financial accounting and management;
- decentralise budgetary control;
- facilitate the exchange of staff between the private, parastatal and public service sectors;
- improve long-term human resource planning; and
- improve procurement and supplies management.

The outline provided above gives an indication of the policies which have been adopted and the procedures which have been introduced, are in the process of introduction or are being contemplated to ensure that Zimbabwe has an efficient and effective public service responsive to the needs of all its citizens. A dramatic

change to public servants' attitude to the work they do has been initiated and the impact has already been felt throughout the service.

Civil Servants at all levels now realise that they will be held accountable for the targets and objectives which they will have agreed to achieve. Those who advance the objectives of their ministries and departments will be rewarded and those who are not prepared to change or impede progress will have to move out to make way for those with the right attitude.

The Government, through the Public Service Commission, is fully committed to the Reform Programme and the Commission members have taken a direct interest in supervising and monitoring the performance of public servants to complement the efforts of Heads of Ministries. The Commission is confident that the reforms now being implemented will ensure that the public service, together with the private sector, can facilitate and foster economic growth as envisaged in the phase II of the Economic Structural Adjustment Programme, to bring about a brighter future for all Zimbabwe's citizens.

SECTION 1 MAKING THE MOST OF STAFF

- 1.1 Ensuring non-discrimination in employment practices
- 1.2 Enhancing management training and development
- 1.3 Performance management and performance appraisal
- 1.4 Achieving a mission orientation
- 1.5 Improving workforce size control
- 1.6 Monitoring performance

1.1 Ensuring non-discrimination in employment practices

The most common forms of discrimination in employment are on the grounds of race, ethnic origin, gender or disability. At the time Zimbabwe became independent, provisions were included in the Constitution to prevent conscious and overt discrimination on any grounds. The Zimbabwe Constitution provides that "..... the Public Service Commission shall have regard to the principle that preference should be given to the person most efficient and suitable for appointment to the post."

The general interpretation of this provision is that it is illegal or unconstitutional to practise discrimination on any grounds. However, as in all public services, the fact that on paper there are no grounds for discrimination does not in itself mean that discrimination is not practised in Zimbabwe.

Non-discrimination in employment assumes that:

- there are equal opportunities to gain the prerequisite qualifications for all posts;
- there is no subjectivity in the selection system.

Zimbabwe uses university degree qualifications as the key to selection to senior public service positions and secondary school certificates for most other posts. Women students at the major university make up twenty-five per cent of the total and the drop-out rate for girls in secondary schools is much higher than that for boys. This suggests that, while there may be no discrimination for those who obtain high qualifications, the opportunity to attain these qualifications is heavily weighted in favour of men.

In an effort to overcome this disadvantage, the Public Service Commission, in selecting candidates for promotion to middle and senior level posts, has stated publicly that where candidates are of equal merit, it will give preference to woman candidates. The result of this policy is evident in the increasing number of women holding such posts in the public service.

There is no legal basis for any discrimination on grounds of disability. However, it would be difficult to argue that none exists and the Zimbabwe Association of Disabled Persons has been campaigning against discrimination in all fields of employment. In principle, the constitutional position quoted above also applies to disabled persons.

1.2 Enhancing management training and development

The context for change

Zimbabwe has seen particularly rapid changes in the public service. Since independence in 1980, the public service has not only grown rapidly, but there has also been a high turnover in various senior posts. In 1980, there was an exodus of white experienced public servants who were replaced by blacks, a sizeable number of whom had no public service experience. To meet the demand for increased and improved services, there was an increase in the number of ministries, and some of the old ministries were expanded. There was, therefore, a continuous shortage of managerial and other skills. The Public Service Review Commission of Zimbabwe, in May 1989 emphasised the importance of training in order to improve the capacity of the public service to deliver public services.

Post-independence efforts to improve management training included the following:

- A National Manpower Survey in 1981 which identified areas for priority training followed by Annual Manpower Reviews.
- The establishment of three national training centres responsible for training junior staff.
- The establishment of six provincial public service training centres for training and upgrading of competence in administrative and management skills.
- The designation of Management Development Advisors for each ministry. The role of these Management Development Advisors was to assist in the identification of training needs and staff development programmes.
- The creation of the Zimbabwe Institute of Public Administration and Management with responsibility for management training programmes. The Institute became an autonomous parastatal in 1993 when its role was expanded and it now provides training, research and consultancy to the public and private sectors.
- The introduction of loans and grants to individual public servants who undertake a course of study related to their professional development. Public servants may also be granted special leave from duty to undertake such studies.

- Agreements on a government-to-government basis (e.g. Canada, Britain and Australia) to provide for long- and short-term staff development courses abroad.
- Utilisation of training opportunities arising from Zimbabwe's membership of international organisations such as the UN, Commonwealth Secretariat, etc.

Implementing change

The National Training Policy for the Zimbabwe Public Service was released by the Ministry of Public Service, Labour and Social Welfare in February 1995. The Policy covers the following:

- objectives and priorities for training at strategic level;
- management structures and allocation of responsibilities for training;
- training institutional structures and allocation of responsibilities;
- allocation and management of training resources;
- overall guidelines for determining training needs and prioritising them;
- the Management Development Programme for the senior ranks of the public service;
- the major elements of public service training, including new requirements for performance management;
- training methodology and support services;
- regional and international co-operation for training;

In bringing these elements together within one document, the intention is:

- to develop a concerted approach across the public service;
- to rationalise responsibilities;
- to improve training quality;
- to signal a government commitment to training.

Supporting material

- (i) **National Training Policy for the Zimbabwe Public Service Directorate of Training, Ministry of Public Service, Labour and Social Welfare, February 1995**
- (ii) **Management Development Programme, IBID, March 1995**

1.3 Performance management and performance appraisal

The context for change

The Zimbabwe Government has accepted the introduction of performance management based on a revised annual performance appraisal system. The previous annual performance appraisal has been criticised over the years for its subjectivity. The various forms previously in use were completed annually by the "reporting officer" who was the immediate superior of the officer being reported on. The previous forms were not directly linked to the services being delivered by the particular section, department or ministry in which the officer being reported on worked. Reporting officers had an aversion to the task of appraising and when the appraisal forms were completed there was a reluctance to report negatively.

New appraisal forms are based on performance management and are built on agreed objectives between supervisors and subordinates.

Implementing change

In recent months the Public Service Commission decided to delegate some personnel/human resources management to ministries. This gives ministries increased sense of ownership and autonomy. Individual ministries and departments have their own service and clientele needs to which their management systems should respond.

This new approach was discussed at a workshop organised by the Public Service Commission in January 1994. The new performance appraisal system builds on locally determined targets and objectives of ministries. The system has the following objectives:

- to provide the manager and the subordinate with two-way communication and feedback;
- to provide every person with the opportunity to know what is expected of him/her;
- to identify training and/or development needs and further assess opportunities for future potential/promotability;
- to ensure efficiency and professional conduct;

- to answer the question "how am I doing" by providing a record of progress or difficulties and an opportunity for commending good work, pointing out deficiencies, and exploring possibilities for improvement;
- to reduce favouritism;
- to set agreed performance objectives for each person at the beginning of each appraisal period (e.g. annually) and provide feedback against these objectives at the end of the appraisal period;
- to assist in relating pay to performance.

Resistance to change was to be expected and has expressed itself in:

- the belief that some government services cannot really be measured in performance terms;
- a reluctance to plan ahead and a crisis management culture;
- the feeling by many junior public servants that they are at the mercy of their superiors who can interrupt their planned work schedule at will.

A revised performance appraisal form and supporting documentation was issued in June 1995. The new performance appraisal system introduces performance measurement based on previously agreed objectives between the subordinate and his superior. It offers an opportunity for dialogue between public servant and manager, and serves to identify obstacles to good performance. The new system provides a linkage between government objectives at national level, ministerial and departmental objectives and individual goals. There are plans to link the new Performance Appraisal system to all increases in salary as well as to performance awards. Although no final decisions have been made on the subject of performance awards, the following scenario might apply:

- those who receive ratings above a three (on a one to five rating scale – with five being the highest rating) may receive a normal increment to their salary plus a cost of living increase;
- those with a four rating would get the same increment as those with a three rating plus a performance award in addition to the cost of living increase;
- those with a five rating would get the same increment as those with a four except their performance award would be doubled.

- those with a rating of one would be placed on a three-month contract to improve their performance. If performance improves they would receive their normal increment. If, however, they did not improve, they would be released from the service.
- those with a two rating would be given a one-year contract to improve, with the same consequences as a one rating except that the judgement on their improvement would be determined after one year rather than three months.

Supporting material

- (i) Public Service Review Commission of Zimbabwe, May 1989
- (ii) Performance Management Workshop by Price Waterhouse Consultants presented to the Public Service of Zimbabwe, January 1994
- (iii) Guide to introduction of new performance appraisal system, June 1995
- (iv) Corporate Plans, various ministries (drafted between December 1994 and October 1995)

1.4 Achieving a mission orientation

Mission orientation is the sense of coherent direction and common objectives for personnel working in the same organisation, enabling the individual energy and initiative of personnel to be harnessed fully.

The context for change

The Office of the President and Cabinet initiated the writing of mission statements in all ministries and departments in order to focus all public servants on the core business of government. All ministries and their related departments and parastatals have now produced mission statements, which indicate why they exist and the range of services they provide.

A recent study revealed that managers were convinced of the need for clear and explicit organisational goals. Senior managers expressed the desire to set goals in consultation with their staff which should be periodically reviewed.

A mission orientation is designed to:

- clarify the purpose of the ministry or service in the minds of management, so that priorities are identified;
- ensure that staff are clear about the purpose of their jobs in meeting organisational goals;
- make clear the government policy of the day to avoid misinterpretation;
- strengthen in staff a sense of pride and belonging to an organisation with a purpose and direction;
- identify for each ministry or business unit, a target so that outcomes can be evaluated.

Implementing change

It is essential that key stakeholders and managers in the organisations concerned be committed to the concept of mission orientation.

Potential obstacles include the following:

- lack of training in mission orientation at middle and lower management levels;
- failure of management to take the results of orientation seriously;
- failure of senior management to show commitment.

The following stages in introducing mission orientation have been identified as necessary:

- senior management participation in facilitated workshops, including attendance at workshops for their subordinates;
- the focus of the workshops must be to establish where the ministry or department should be in five years' time;
- organisational aims should be clearly identified;
- these aims should be fully discussed with ministers and staff;
- the development of a full programme of publicity.

By following these stages, ministries within the Zimbabwe public service now have:

- "superordinate" mission statements – describing the overarching goals of all ministries;
- "subordinate" mission statements – describing the objectives of each department in a ministry in line with the corporate plan for their respective ministry;
- a list of desired outcomes – the changes which the ministries' activities are seeking to achieve;
- a list of the functions of the ministries – what they actually do to bring about those outcomes.

A permanent structure known as the Review Panel and comprising the Senior Secretary for Administration in the Office of the President, the Senior Secretary for Finance, the Senior Secretary for Local Government and Urban Development, the Secretary for the Public Service Commission, the Secretary for Public Service, Labour and Social Welfare, the Secretary for Foreign Affairs, the Head of

Administration for the Ministry of Finance, the Head of Planning for the National Economic Planning Commission, and the Head of the Monitoring and Evaluation Department in the Office of the President and Cabinet (as the Secretary), and chaired by the Chief Secretary to the President and Cabinet, has been established to monitor and review the progress of the administrative and economic reform programmes of government. The panel facilitates the pace of the reforms and ensures that the programmes undertaken by government are co-ordinated effectively through a Monitoring and Implementation Department in the Office of the President and Cabinet.

A National Forum (National Development Council) comprising government and private sectors will be established primarily to facilitate and increase the pace of dialogue and adoption of a shared vision between government and the private sector.

Supporting material

Corporate Plans for all ministries that include mission statements and strategic organisational objectives, 1994/95

1.5 Improving workforce size control

The context for change

In January 1991 the Government of Zimbabwe issued a policy document on the Economic Reform Programme. One element of this Economic Reform was the reduction of government expenditure, requiring a reduction in the public sector workforce. Salaries and wages represent the largest portion of government expenditure. The Government announced that it would reduce its 184,000 workforce by 23,000 by July 1995.

Implementing change

It was noted that, ideally, this exercise required:

- adequate monitoring of staff recruitment and exit;
- monitoring of service quality;
- improved salaries for those public servants who remain in the service.

The latter requirement has presented difficulties because of financial constraints.

Since the Government of Zimbabwe initiated the policy of reducing the public service, 18,000 public service posts have been abolished. By February 1996, the public service had been reduced by 23,552. This reduction was achieved by offering generous redundancy packages to those officers whose jobs were deemed inessential. The programme has attracted some controversy as it was not always the least productive who took advantage of the scheme.

The "right sizing" of the public service is a continuous exercise which will be achieved through on-going programmes of commercialisation, privatisation, efficiency and effectiveness measures and decentralisation. Under the decentralisation programme, the Rural District Councils are expected to assume greater responsibility for the delivery of selected social services, including education and health.

Supporting material

- (i) Framework for Economic Reform (1991-1995)
- (ii) Civil Service Reform: Fiscal and Budgetary Implications (Ministry of Finance)

1.6 Monitoring Performance

Improvement in performance can only be sustained if it is closely monitored. In an effort to assist heads of ministries in maintaining the momentum of the reform programme, the Public Service Commission of Zimbabwe now takes a direct interest in monitoring and supervising the performance, efficiency and effectiveness of civil servants. To this extent, the Commission has put in place a mechanism whereby each Commissioner oversees the functional and organisational matters in a specific group of ministries.

The Commission will focus on monitoring attendance of civil servants, processing performance appraisal forms, measuring performance and reviewing government regulations and procedures. This will involve random inspections, the installation of clocking systems, examining attendance registers analysing the possibility of abuse of sick leave.

Monitoring of the processing of appraisal forms would also involve the auditing of the whole performance appraisal system. The Commission would be able to determine the appropriate performance standards for the various tasks in ministries and ensure that the set performance standards are complied with by carrying out performance work measurement exercises.

Functional and organisational reviews will be undertaken to enable the Commission to establish areas of duplication or overlap of functions within and between ministries and take steps to eliminate them.

Some government policies and regulations are being reviewed in a bid to identify those that may negatively impact on the performance, efficiency and effectiveness of civil servants. For example, the policy on the engagement for profit by civil servants is under review.

- SECTION 2 MAKING GOVERNMENT MORE EFFICIENT**
- 2.1 Establishing an efficiency programme
 - 2.2 Improving productivity through commercialisation
 - 2.3 Strengthening anti-corruption measures

2.1 Establishing an efficiency programme

The context for change

The Public Service Review Commission reporting in 1989 noted that the public service was:

- too large, cumbersome and heavily centralised;
- managed by relatively inexperienced staff;
- characterised by overlap and depletion of functions;
- lacking in transparency;
- inaccessible;
- subject to complicated rules and procedures;
- prone to delay.

Against this background, the Public Service Commission established an Efficiency Unit in 1994 with responsibility to:

- develop effective rationalisation programmes and related management issues;
- monitor the implementation of Commission directives;
- analyse the potential and practicability of sub-contracting and commercialisation;
- troubleshoot.

Implementing change

Under the co-ordination of the Efficiency Unit, each ministry is required to scrutinise and surrender posts that are not necessary. Coupled with the introduction of performance management, ministries are expected to improve the quality of service, through increasing managerial competence and organisational effectiveness.

The co-operation of the Heads of Ministries, which is essential in efficiency improvement, has been forthcoming to assist the Efficiency Unit in its difficult task.

The Government of Zimbabwe's objective is to use the Efficiency Unit to enhance efficiency and effectiveness of the Zimbabwe Public Service. The Efficiency Unit is working in collaboration with the Human Resources Directorate to introduce a cost and performance management system, by realigning management relationships to support this system and by developing human resources.

The Efficiency Unit has been particularly instrumental in increasing ministerial autonomy and commercialising government operations.

Supporting material

- (i) Public Service Review Commission May 1989
- (ii) Terms of Reference for Consultancy and Advisory Services for Government-Executed UNDP/MDP Project ZIM/90/OO8;508

2.2 Improving productivity through commercialisation

The context for change

When the Government commenced a programme of public enterprise reform in 1991, there had been a general recognition that some public enterprises were not performing well. The number of state-owned enterprises had risen from around 20 to 41 since independence in 1980. The quality of services provided by many of these public enterprises was less than satisfactory.

Overall public spending remained high because the Government was subsidising poorly performing public enterprises. Public Enterprise Reform meant that these enterprises would face competition and charge market prices for their services. This would be achieved through the commercialisation of the enterprises.

Contracting out of activities presently carried out by government departments was encouraged under a Value for Money programme first introduced in 1987 and detailed in plans drafted with the assistance of ODA in 1995. It is expected that 16,000 jobs will be moved out of government as this contracting-out programme is implemented between 1996 and 1998. The Ministry of Defence sub-contracted some of its support services to a private company with effect from 1 July, 1996. The Ministry of Defence thereby abolished 1,660 civilian posts on 30 June, 1996. Another five ministries will follow suit around September, 1996.

Implementing change

Public Enterprises are now required to develop strategic plans and examine their prospects for survival. However, to date, market-testing has been introduced only in a few areas, like transportation.

Other developments have been taking place in restructuring some government departments. Feasibility studies of a number of state departments have been undertaken in order to determine which ones would be more productive if they were commercialised.

In the Ministry of Education, plans are at an advanced stage to commercialise the Examinations Branch. The Central Mechanical Equipment Department, which is responsible for the procurement and management of government-owned vehicles is also being considered for commercialisation.

In the Ministry of Transport and Energy, a feasibility study is being undertaken to explore the possibility of commercialising the maintenance of state roads. The Ministry of Public Construction and National Housing responsible for government construction has increased the number of jobs it contracts out to private companies.

A programme to commercialise or privatise a number of public enterprises is being implemented. Government has already commercialised the Grain Marketing Board, the Cotton Marketing Board, the Cold Storage Commission and the Dairy Marketing Board. In order to accelerate the process, Government took over the debts of these enterprises to enable them to start with a clean slate. Contracts for the takeover of these debts have been signed, with Government granting autonomy and requiring accountability in decision-making. Government now expects these public enterprises to operate efficiently and profitably without recourse to the fiscus. Government will shortly consider recommendations on the commercialisation and privatisation of Air Zimbabwe Corporation, the Zimbabwe Electricity Supply Authority, the National Railways of Zimbabwe, the National Oil Company of Zimbabwe and Affretair.

Supporting material

- (i) Zimbabwe: A Framework for Economic Reform (1991-1995)
- (ii) Presidential Speech: Opening of Parliament, 2nd July 1996
- (iii) Budget Statement, 25th July 1996

2.3 Strengthening anti-corruption measures

Corruption is a criminal offence under the Prevention of Corruption Act 1985 which strengthened previous legislation. Concepts that were introduced by this Act include *failure* and *omission*.

According to the Act, if a public official shows favour to a customer during the course of his duties he has committed an offence. However, corrupt behaviour can also be inferred if a public official *fails* to perform certain duties. For example, if a customs' official does not apply customs' regulations where he should have, he is deemed to have committed an offence of *omission*.

The law extends to cover appointments to the public service. Anyone in a position of authority who gives an advantage to a candidate with inferior qualifications, if he or she is acquainted with the candidate, has to prove that they have not violated the provisions of the Act.

In passing this law, Parliament was reacting to the criticism of public officials in the early 1980s. A few high profile cases in 1983 and 1984 attracted publicity and the amounts involved shocked many.

It was recognised that the tightening of the law was not enough. A strengthened code of conduct requires, amongst other stipulations full declaration of gifts by public servants. The code of conduct regulations are fairly broad and the type of offences covered are as follows:

- failing to take reasonable care of state funds or property;
- theft of funds and property;
- failing to reimburse advances;
- falsifying official documents;
- accepting bribes;
- failing to declare and disclose conflict of interest.

The purpose of having tight anti-corruption measures is to protect the reputation of public servants. Such measures also help in protecting the vulnerable members of the public from the public servants who abuse their power.

Implementing change

In Zimbabwe, for the past two years, there have been workshops to discuss strategies for preventing corrupt behaviour among public servants. These workshops were held in each of the eight provinces and officials in key government departments participated.

Supporting material

- (i) Audit and Exchequer Act (Chapter 168)
- (ii) Prevention of Corruption Act 1985
- (iii) Report on the conference on The Prevention of Fraud, Corruption and the Irregularities in the Civil Service, Harare 8 to 10 June 1992

SECTION 3 IMPROVING THE QUALITY OF SERVICES

3.1 Public reporting

3.2 Introducing a quality management approach

3.3 A particular initiative in ensuring a right of redress: the establishment of Police Community Relations Officers

3.1 Public reporting

Public reporting refers to the systems established to provide information to the public on the intended standard of public services, and to offer redress if those standards are not achieved.

The context for change

As in many settings, the present situation in Zimbabwe is mixed:

- Zimbabwe has its Ombudsman enshrined in the Constitution. The Ombudsman reports to Parliament on complaints by the members of the public regarding public administration.
- The National Social Security Authority, which administers Health and Safety regulations, monitors and periodically releases information on health and safety and publishes the breakdown of accidents in various workplaces.
- There is no statutory right of access, by the citizens to personal records held by government.
- The Director of Information in the Government of Zimbabwe regularly issues press releases on government information.
- The Office of the President and Cabinet handles public appeals arising from their dealings with various ministries.
- The Accountant General supervises and monitors government expenditures.
- The Parliamentary Committee on Public Accounts monitors expenditures by Ministries, follows up questions from briefing in Comptroller and Auditor General's Report.
- The Comptroller and Auditor General's Report to Parliament reviews audits of accounts of ministries and parastatals.

Implementing change

Since the Public Service Review Commission of Zimbabwe Report in 1989, criticisms of secrecy in the operations of government have continued, which have resulted in significant changes. A factor that helped to foster public debate was the lifting of the State of Emergency imposed before independence and retained by the incoming government because of security problems. The general effect of the state of emergency was to inhibit the provisions of the Constitution of Zimbabwe, which contains the bill of rights.

The bill of rights requires freedom of speech, expression, religion and protection on the release of information.

The degree to which the climate has changed can be seen by the way in which the Government has introduced a new practice in producing White Papers on proposed changes in law. For example, changes are proposed by the Government to the law on "Marriage and Inheritance". Introducing the public debate the White Paper, states: "The contents of this Memorandum do not represent settled government policy. They are no more than suggestions put forward with a view to stimulating public debate on issues of law which affect the lives of most people in Zimbabwe."

Supporting material

- (i) White Paper on Marriage and Inheritance in Zimbabwe
- (ii) Ministry of Information Press Releases

3.2 Introducing a quality management approach

Quality may be defined in the Zimbabwe public service, as elsewhere, as doing the right things well. More formally, quality management is intended to meet continuously the agreed customer requirements throughout the organisation at the right cost.

The Zimbabwe public service has seen considerable debate on the practicality and utility of introducing quality management approaches. In Zimbabwe, as in most other countries, quality management has developed first in the private sector. For the past three years, an increasing number of public sector personnel have received training in quality management. However, it does seem that in many cases the transfer of skills may not have survived the journey from the training centre to the practical field.

Taking some recent examples:

- The record expansion of government schools after independence inevitably led to a reduction in the quality of education provided at such schools. Primary education at least is now available to all children and the challenge now is how to improve the quality of education within the resources available. This is being tackled on a number of fronts, including upgrading schools and facilities, improving the conditions of service of teachers, increased teacher training and up-grading and a review of the school curriculum.
- Concern about poor customer service remains in relation to the issuing of passports and registering of births and deaths. However, the situation is expected to improve with computerisation.

Key elements in establishing quality systems include researching customer's perceptions of the service and their degree of satisfaction.

Except in the education and police sectors, it is difficult to identify many government departments, that have developed indicators for measuring the effective delivery of service. However, in March 1996, the Office of the President and Cabinet requested each ministry to draft a Client Charter to capture these concerns and to act as a catalyst in changing the perceptions of civil servants who did not understand their responsibilities to the public, i.e. what services are on offer, how they are to be delivered and in what time-frames.

Supporting material

- (i) Office of the Ombudsman Annual Reports
- (ii) Public Service Review Commission of Zimbabwe, May 1989

3.3 A particular initiative in ensuring a right of redress: the establishment of police community relations officers

An example of government determination to improve relations between the civil administration and the public occurred in 1986 when the government issued a policy statement on the introduction of police community relations. Following the struggle for independence, suspicion had grown between the police and the community affecting the effectiveness of the police service. As a way of improving several diverse complaints systems, the government directed the police to introduce a Community Relations Officer at each Police station.

The functions of the Community Relations Scheme are:

- to identify and solve problems that hinder working relations between the police and the community;
- to identify and address the needs of the community;
- to explain the functions of the police to the community;
- to explain the complaints procedures against the police to the community;
- to receive complaints against the police and act on them;
- to give a report every two weeks to the Government on how the scheme was operating; and
- to break the general malaise and raise public confidence in the police.

In general, members of the public who want to make complaints do not know how to go about making their complaints. While the practice has been to approach MPs, ministers and other senior officials. However, the best help can be given by those who are nearest to the delivery of the service.

An effective complaints and redress procedure is essential to make public service more customer-responsive.

A ministerial statement made on 27 July 1984 was followed by a press campaign in support of the ministerial statement and a feasibility study which reported a year later. A key recommendation in the feasibility study was that there should be a pilot project in one area.

There was a sustained campaign by the trainers to enable the police management in the pilot area to be ready to face the community and explore obstacles to the effective delivery of police service. This was followed in turn by further campaigns in the community to identify the main grievances. A dialogue was created and as the numbers of people seeking counselling service from the police increased, so the number of complaints against the police decreased.

With pleasing results in one area, it was now possible to extend the campaign to other parts of the country. This was followed and strengthened by the introduction of a police service charter intended to foster public awareness.

The major costs incurred were for training exercises.

The system is now:

- *effective* in that it requires an explanation of police behaviour to aggrieved parties in the community;
- *accessible* to users of services as the police community relation officers have the duty to visit schools and other community organisations;
- *simple* to operate, with clearly set out procedures and responsibilities allowing flexibility – if the complainant prefers to obtain legal advice, they are free to do so (however, in most cases, complainants are satisfied with the explanations and, if necessary, apologies);
- *speedy* with time limits for dealing with complaints;
- *confidential* to protect those concerned from retribution.

Supporting material

- (i) Parliamentary Ombudsman Annual Reports
- (ii) Police public relations posters
- (iii) Police Service Charter 1996

**SECTION 4 IMPROVING PARTNERSHIPS
WITH ORGANISATIONS/
AGENCIES OUTSIDE CENTRAL
GOVERNMENT**

- 4.1 Deregulation of controls and restrictions
- 4.2 Decentralisation of responsibilities and functions
- 4.3 Liaison with academic institutions

4.1 Deregulation of controls and restrictions

The context for change

The Deregulation Initiative started in 1992 within the context of the Economic Structural Adjustment Programme. The intention is, as far as possible, to remove restrictions on economic initiatives. Deregulation forms part of a deliberate policy by the Government to support and stimulate business enterprise.

Implementing change

The central programme of deregulation is part of a larger series of reforms affecting: public finance; state enterprises and monetary policy; liberalisation of trade and payments; and domestic deregulation. Under domestic deregulation, there were requirements for developing an enabling environment for investment by removing price controls, allowing agricultural price policies to be determined by the market and by the amendment of labour laws to remove restrictions on employers.

Other deregulatory activities that have been undertaken include the following:

- Amendments to the Land Survey Act and Land Surveyors' Act to introduce greater flexibility.
- Amendments to transport regulations to allow competition.
- Amendments to the Companies' Act to remove the restrictions that a company can only be formed by at least two people.
- Amendment of Local Authorities' Legislation with the effect of decentralising the issuing of shop licences, etc.
- Amendments to Town Planning, Zoning and Building Standards to ease restrictions.
- Deregulation of the foreign exchange control mechanism.
- Deregulation of the labour laws to bring about free collective bargaining between employers and employees.
- Deregulation of the price control mechanisms in favour of trade liberalisation.

The policy document, "Framework for Economic Reform 1991", indicated a clear commitment by the Government of Zimbabwe to deregulation policies.

Supporting material

- (i) Deregulation Act 1993
- (ii) Deregulation and the Promotion of SSE in Zimbabwe, a report by Graham Bannock for the Government of Zimbabwe
- (iii) Framework for Economic Reform 1991, a Government of Zimbabwe policy document

4.2 Decentralisation of Responsibilities and Functions

Decentralisation in the Zimbabwe context means giving responsibilities to authorities outside Harare.

The context for change

In 1984, a statement of policy was issued on the directive to decentralise. The objective of the directive was to set up provincial structures for development. This development was anticipated to improve the quality of life of people, especially those in rural areas. The provincialisation process meant that the functions of governors were defined as political, consultative, developmental and co-ordinative. The eight provincial governors in Zimbabwe are political appointees who reside in their provinces. They chair meetings of various decentralised government departments, local authorities and community representatives. However, they have neither legal powers to enforce their decisions nor economic resources to use in achieving their objectives. The governors rely on persuasion to achieve their objectives. Although the governors are appointed by the government in power, their functions allow them to consult public servants and members of other political parties.

It is interesting to note that five years after this directive, the Public Service Review Commission of Zimbabwe (PSRC) made some important observations. For example, they criticised delays in decision-making by the central public service departments. Very particularly, they considered that the political governor had made little impact on how the public service bureaucracy delivered the service.

Implementing change

One of the main strategies adopted by Government to achieve its development objective of "Growth with Equity" is to create a more efficient public service through a decentralised public sector. A number of steps have already been taken to accelerate this process. Rural and District Councils have been amalgamated into 57 Rural District Councils in July 1993 and a Capacity Building Co-ordinating Committee established in November 1994. In addition, a pilot district support programme has been implemented to demonstrate the linkages between capacity building fiscal responsibility and local resource development efforts.

Key factors in the decentralisation process are the development of the human and financial resources capacities of the Rural District Councils to assume responsibility

in such areas as water, sanitation, telecommunications, roads, health and education.

Recognising the limited resources available, the Government is pursuing a more innovative approach to the provision of infrastructure in partnership with the private sector. This will be to encourage private participation in the form of "Build, Own, Operate and Transfer", "Build, Own and Operate" and joint ventures. The Minister of Finance in his Budget Statement to Parliament on 25 July 1996 proposed tax concessions on new projects for infrastructure development.

Although there has been decentralisation, senior public service staff are recruited and deployed centrally. The argument is that central recruitment and deployment reduces the chances of corrupt activities. However, it is argued increasingly that decentralisation can improve the quality of service, by providing local managers with the flexibility to adjust services to suit local conditions.

Decentralisation has often been a result of a demand for the particular service by the local community. For example, the Ministry of Home Affairs' Department that issues birth and death certificates and passports was decentralised a few years ago following criticism of the service quality.

Supporting material

- (i) Public Service Review Commission of Zimbabwe, May 1989
- (ii) Public Service Workshop on Human Resources, January 1994
- (iii) Budget Statement to Parliament, 25 July 1996

4.3 Liaison with Academic Institutions

Universities and private training institutions play a significant role in national development. Collaboration between the public service and the universities in Zimbabwe takes various forms.

Senior civil servants are members of university senates. Their appointment to the university senates and their sub-committees is designed to ensure the courses offered by institutions of higher learning are relevant to the development needs of the country. While it is appreciated that universities should enjoy academic freedom to pursue their intellectual agendas, without interference from government, the universities in Zimbabwe cannot afford to ignore the needs of society. To this end, the universities offer various extension programmes designed to meet the needs of adults in various walks of life. Thus, the universities offer part-time courses for the benefit of civil servants such as computer training, adult education and financial accounting. University lecturers are deeply involved in extramural activities, which fall outside the formal programmes of the universities.

University faculty members sit on the boards of various parastatals and non-government organisations as well as in the private sector. Such involvement on the part of lecturers helps to cultivate common perceptions on problems and solutions facing the government and society at large.

The universities have participated in various ways in the current Civil Service Reform Programme. Some university lecturers have participated as consultants on the varied modules of the Civil Service Reform Programme such as financial management, training and performance management. Some national commissions of inquiries into such issues as land reform and social policy have been led by academics from the universities. All the teacher training colleges managed by government are affiliated to the University of Zimbabwe, which is the oldest in the country. The Zimbabwe Republic Police Staff College in Harare enjoys associateship status with the University of Zimbabwe. The same applies to the Domboshawa National Training Centre which offers a Diploma in Local Government Administration. In the near future, all agricultural colleges will also enjoy associateship status with the University of Zimbabwe.

While the relationship between universities and the public service are sound, there is room for improvement, so that the universities occupy a centre stage in the development process. They should deeply become involved in all the facets of the economic and social reforms now under way.

SECTION 5 MAKING MANAGEMENT MORE EFFECTIVE

5.1 Management development

5.2 Improving management information systems

5.1 Management development

The context for change

A workshop for senior public servants held at the Zimbabwe Institute of Public Administration and Management in November 1993 noted in its report that:

"While the public service has reasonably good training programmes at support staff and lower administration level, there are no meaningful training programmes aimed at advancing the capacity in policy analysis within government, either at theoretical or practical levels."

Subsequently, management development was the theme of a further workshop for senior officials in May 1994. At this workshop, participants broadened the meaning of management development to include "managerial skills analysis, postings, training and other means of acquiring knowledge and skills, including secondment, short-term attachments, orientation programmes, workshops and seminars, which equip existing and future managers with competencies to perform efficiently and effectively."

In 1995, the UNDP sponsored performance management workshops for top managers in fifteen ministries that focused on strategic planning, drafting of mission statements for their respective ministries and development of managerial skills to apply the newly drafted corporate plans.

Implementing change

The Management Development Programme for the Zimbabwe Public Service was published in March 1995. The Programme recognises that:

- management skills have been under-valued historically in the public service;
- the pace of economic, social and technological change requires enhanced managerial flexibility;
- managerial skills cannot be attained solely through formal training.

The Programme includes four components:

- career pathing and succession planning;

- formal education;
- formal and informal training;
- systematically planned work experience.

The Programme will target the top three levels of management in the first instance: permanent secretaries, deputy secretaries, under-secretaries and professional staff of equivalent grades.

The specific focus on career pathing and succession planning will ensure that the best public servants are developed to maximise their potential and to maintain challenging work targets. It will also ensure that there are, in effect, reservoirs of public servants with assured levels of competency with potential for promotion to higher grades.

Supporting material

- (i) Public Service Review Commission of Zimbabwe, May 1989
- (ii) National Workshop Report on Strengthening Development Capacity, November 1993, ZIPAM Darwendale
- (iii) The Management Development Programme for the Zimbabwe Public Service, Directorate of Training, Ministry of Public Service, Labour and Social Welfare, March 1995

5.2 Improving management information systems

The context for change

As with all governments, the public service of Zimbabwe must deliver services in three areas:

- policy formulation;
- executive activities;
- management of resources.

In Zimbabwe, the paper-based information systems supporting each of their activities are gradually being computerised.

Implementing change

The introduction of a Human Resources Information System (HRIS) will permit increased decentralisation of Human Resource functions from the PSC to the ministries and by the ministries to the regions/district administration.

This project is sponsored by the UNDP as part of the public service reform programme.

The government Salary Service Bureau, though limited, already has a computerised system of personnel data. HRIS will be complementary to this and will assist in the delegation of the personnel management functions.

HRIS is intended to provide data for:

- Performance Reward Management, including codification of conditions of service, and job evaluations, pay and grading structures.
- Employer Resourcing, including data for manpower planning, support to recruitment selection, promotion and transfer.
- Manpower Development, including personal data on training and development undertaken and appraised.

Government is also implementing a computerised Management Information System that will track achievements against objectives in all ministries. The system is expected to provide top managers with a "red flag" warning when a pre-determined deviation from results expected is not met.

This project is now at the tender stage and consultants have already been short-listed.

SECTION 6 IMPROVING THE MANAGEMENT OF FINANCE

- 6.1 Introducing value for money reviews
- 6.2 Strengthening external audit
- 6.3 Improving procurement and purchasing procedures

6.1 Introducing value for money reviews

The Public Service Review Commission of Zimbabwe of May 1989 recommended changes in the management of government finance which were subsequently approved by Cabinet.

Among the recommendations accepted were:

- The introduction of Value for Money reviews.
- The delegation of spending authority.
- The establishment of new audit and verification systems.
- The introduction of revised and simplified accounting plans.

At the Twelfth International Congress of Supreme Auditing Institutions, held in Australia in 1986, member countries, including Zimbabwe, adopted the concept of performance auditing.

The Audit and Exchequer Act was amended in 1989, in particular to empower the Comptroller and Auditor General to bring to the notice of Parliament the consequences of any policy decisions he believes Parliament may wish to review or know. The amendment also empowers internal auditors in each ministry to assess the cost-effectiveness of any project undertaken by the ministry.

Value for Money audits, the purpose of which are to improve results with less resources, are carried out in four phases:

- There is a general assessment to understand the organisation in all its dimensions.
- The auditor isolates and studies particular problems.
- Detailed studies are undertaken in areas of concern and recommendations made.
- Follow up reviews are carried out.

The first full value for money audit was carried out in the National Registration Bureau in the Ministry of Home Affairs in 1991 and a report presented to Parliament by the Comptroller and Auditor General on 30th June, 1992 indicating

ways in which to reduce the backlog in the production of National Registration Identity Cards and to eliminate the long queues associated with the Bureau. Since then, a number of Value for Money audits have been carried out in various sections of the Central Mechanical Equipment Department, Ministry of Local Government, Rural and Urban Development, Central Purchasing Authority, Ministry of Health and Child Welfare and State Trading Corporation, Ministry of Industry and Commerce, and reports submitted to Parliament.

Supporting material

Value for Money Audits by the Comptroller and Auditor – General Reports Reference VFM 411 (1992), VFM 415, VFM 416, (1993), VFM 417 (1994), VFM 418, VFM 425 (1995) VFM 1/1996

6.2 Strengthening external audit

External Auditing in Zimbabwe is vested in the Comptroller and Auditor-General as prescribed by the Zimbabwe Constitution and Audit and Exchequer Regulations. The Comptroller and Auditor-General presents his reports to Parliament through the Public Accounts Committee (PAC).

The role of the Comptroller and Auditor-General is to supply Parliament with independent and accurate financial information ensuring that the executive reports to Parliament completely and honestly.

The Constitution states that the Comptroller and Auditor-General "shall not be subject to the direction or control of any person or authority other than the House of Assembly", thus ensuring complete independence in the conduct of audits.

In discharging his or her duties, the Comptroller and Auditor-General examines all records and documents to ensure that:

- all the monies that have been appropriated by Parliament and disbursed have been applied to purposes for which they were so appropriated, and that the expenditure conforms to the authority that governs it;
- all reasonable precautions have been taken to safeguard the collection of all fees, taxes and other revenue of the State and to safeguard and control property of the State.

Legal provisions empower the Comptroller and Auditor-General to have access to books and records of cash and other state properties. The role of that office has been expanded to include a responsibility for checking:

- that the business of the entity is conducted efficiently and effectively;
- that the purpose for which the entity was established is being achieved.

The purpose of external auditing is to:

- provide for the examination and audit of public accounts;
- ensure that parliament obtains an accurate report on how monies are spent;
- ensure that monies are properly collected and spent as authorised;

- ensure that value for money is obtained in all public expenditure.

Whereas traditional auditing almost exclusively emphasised controlling of money expenditure, modern auditing in Zimbabwe has now broadened to include good financial management practices. The goal is to influence the attitudes and values of those who are custodians of public monies. Advisory and training services are now part of auditing.

Supporting material

- (i) Government of Zimbabwe Treasury Instruction (issued 1987)
- (ii) The Zimbabwe Constitution 1979, Section 105 (1)
- (iii) Audit and Exchequer Act (Chapter 168), amended 1989

6.3 Improving procurement and purchasing procedures

The Zimbabwe Government procurement procedures are elaborate. The Government Tender Board oversees all Government procurement. This Board assists all government departments in the purchasing of supplies and arranging for services. Departments advise the Board of their estimated requirements during a given period. According to the purchasing regulations, for all purchases exceeding Z\$150,000 tenders must be sought formally by the Board. For goods that would cost less than that amount the procedures are less formal. Currently, the Office of the Attorney General is drafting legal instruments for a reformed Government Tender Board.

The Public Service Review Commission of Zimbabwe, May 1989 recommended that the capacity of personnel with responsibility for government procurement and purchasing should be strengthened.

It was specifically recommended that the managers in this area needed to acquire more skills, and that some procurement and purchasing should be delegated to departments. These recommendations were accepted by the Cabinet and a policy review is now in progress.

In 1994, five government departments with procurement responsibilities were reviewed by consultants from Crown Agents (UK). The reports provided offered many ideas for streamlining operations, improving/increasing training of those involved in procurement and upgrading the job classification for procurement staff in order to attract and retain better candidates for this field. This process has now been overtaken to a certain extent by the thrust towards privatising and commercialising the agencies responsible for purchasing and procurement.

Supporting Material

- (i) Civil Service Reform Programme
- (ii) Logistics Component, Final Report, March 1995 (Crown Agents)

SECTION 7 IMPROVING POLICY-MAKING

7.1 Improving policy presentation

7.2 Enhancing policy co-ordination

7.1 Improving policy presentation

Details of government policy is disseminated by:

- paid publicity (e.g. through advertising);
- press and information service responding to the media and supplying them with news and information; and
- many ministries (and departments) publishing annual reports.

The Director of Information in the Ministry of Information, Posts and Telecommunication is the official government spokesperson with responsibility for:

- co-ordinating the information activities of the various government departments represented in the rural areas;
- keeping the public informed on government activities, policies and plans;
- assisting each government department/ministry to achieve its aims through appropriate communication campaigns; and
- gauging the public's response to government activities.

The Ministry of Information, Posts and Telecommunications is decentralised, with officers attached to various large ministries to offer on-the-spot advice on communication issues.

Officers of the Ministry of Information, Posts and Telecommunications are not involved with policy development of the ministries they are attached to, nor in Government policy development generally.

The following approaches are employed to convey the government message:

- *Government gazette*
Every Thursday of each week the Government Gazette is issued with key decisions that have been made. This is the official government communication.
- *Press briefings*
Press releases are made frequently by the Department of Information.

- *Press conferences*
These are made by government ministries when there is a major policy event or decision.
- *Ministerial interviews*
These are organised by the Department of Information from time to time when there is a topical issue in any ministry.
- *Publicity campaigns*
During the introduction of the Economic Structural Adjustment Programme, there was a concerted publicity campaign carried out by the government through radio and television, through the placing of numerous posters in public places, publications and factsheets were produced by the Department of Information.
- Major Presidential addresses, e.g. Opening of Parliament, State of the Nation Address to Parliament, Independence Day Celebrations.

Supporting material

Government Gazette

7.2 Enhancing policy co-ordination

Government Cabinet Committees serve to co-ordinate government policy.

The Cabinet Office serves Cabinet and the network of Cabinet Committees, which consider and authorise government policies. Ministers with policy initiatives present them to the Cabinet but they may be referred to the relevant Cabinet Committees for detailed examination. Most Cabinet Committees have shadowing officials' committees consisting of public servants who give expert advice.

The main Cabinet Committees cover such areas as legislation, parastatals and economic and financial matters. The Cabinet Committee on Legislation, for example, considers all draft legislation proposed by ministries and outlined at the Opening of each Parliamentary Session by the President. The Committee ensures that all legislation conforms to government policy, assigns priorities and monitors progress through Parliament.

Further, in 1993, a Monitoring and Implementation Department was established in the Office of the President to track implementation of Cabinet decisions, government programmes and projects including the implementation of the Reform Programme.

Supporting material

State of the Nation Presidential Address, Opening of Parliament, 1994

Contact addresses

All publications of the Government of Zimbabwe referred to in this book may be obtained from:

**Public Service Commission
NSSA House
66 Second Street
Corner Second Street/Selous Avenue
Harare Zimbabwe**

Further publications from the Management and Training Services Division

Management of the Privatisation Process

A guide to policy making and implementation, 1994

Capacity Building for Management of Privatisation

Report of the regional consultation workshop held at ZIPAM, Zimbabwe, March 1994

Economic Management and Planning

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Bakul H Dholakia and Ravindra H Dholakia, 1994

price £7.95

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Proceedings of a pan-Commonwealth Working Group Meeting held in Kuala Lumpur, April 1993

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Brian Smith, 1993

Government Information Technology Policies and Systems

Success strategies in developed and developing countries

Chun Kwong Han and Geoff Walsham, 1993

Information Technology Policies and Applications in the Commonwealth Developing Countries

Mayuri Odedra and Shirin Madon, edited by G Harindranath and Jonathan Liebenau, 1993

price £8.00

The Changing Role of Government: Administrative Structures and Reforms

Proceedings of a Commonwealth Roundtable held in Sydney, February 1992

Public Administration in Small Island States

edited by Randall Baker, 1992

Successful Decentralisation

Proceedings of a Roundtable held in Male, December 1992

Performance Contracts: A Handbook for Practitioners

This handbook provides detailed information on the planning and implementation of performance contracts and includes selected cases from Commonwealth and non-Commonwealth countries

Accessing and Using the COMNET-IT Notice Board, Sajda Qureshi, Rodgers W 'Otok-Uma, 1994

Commonwealth Network of Information Technology for Development: Computer Networking Primer, 1994

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A stylized graphic featuring a sun with radiating lines on the left side, partially overlapping a globe with a grid of latitude and longitude lines. The sun and globe are rendered in a light blue color against a dark blue background. The sun's rays extend across the top half of the page, while the globe is positioned in the lower-left quadrant.

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