

**Report No. 5948**

# **Botswana, Lesotho, and Swaziland (BLS) Study of Public Administration Management: Issues and Training Needs**

(In Four Volumes) Volume IV: Swaziland

**April 21, 1986**

Education and Manpower Development Division  
Eastern and Southern Africa Region

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## GLOSSARY

AFGRAD	African Graduate Program
ANSO	Assistant Management Services Officer
CAS	Center for Accounting Studies (Lesotho)
CDC	Commonwealth Development Corporation
CFTC	Commonwealth Fund for Technical Cooperation
CIDA	Canadian International Development Agency
ILO	International Labor Organization
IDM	Institute of Development Management
IPM	Institute of Personnel Management
MAMC	Mananga Agricultural Management Center
MANTRAC	Management Training Advisory Council
MDLD	Manpower Development and Localization Division
MLPS	Ministry of Labor and Public Services
MSD	Management Services Division
MSO	Management Services Officer
NIDCS	National Industrial Development Corporation of Swaziland
ODA	Overseas Development Assistance U.K.
PAD	Personel Administration Division
RMA	Rand Monetary Area
RSA	Republic of South Africa
SACU	Southern African Custane Union
SADCC	Southern African Development Coordinating Conference
SAMSO	Senior Assistant Management Services Officer
SCOT	Swaziland College of Technology
SEDCO	Swaziland Economic Development Corporation
SIMPA	Swaziland Institute of Public Administration
SIPTM	Swaziland Institute of Personnel and Training of Managers
SMSO	Senior Management Services Officer
USAID	United States Agency for International Development
UNISWA	University of Swaziland

## KINGDOM OF SWAZILAND

### FISCAL YEAR

April 1 - March 31

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This report is based on missions to the BLS countries in March 1985 by Mrs. N. Shields (Economist/Mission Leader), and Mr. H. Davies (Public Accountant, Consultant), and in July 1985 by Mrs. N. Shields (Mission Leader), and Messrs. R. Lynn (Senior Management Specialist), L. Roberts (Management Training Specialist), and P. Langseth (Personnel Management Specialist). The report was discussed in the field in February 1986 in a mission composed of Mrs. N. Shields, (Mission Leader), P. Langseth and R. Roberts.

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## PREFACE

Shortage of skilled manpower is an overriding issue in Swaziland affecting both the public and private sectors. The Fourth National Development Plan places a high priority on the resolution of this issue as well as on increasing the efficiency of public expenditures. This report fits into these two objectives. It aims at providing some recommendations and at identifying some projects/programs which would increase public sector efficiency through improving policies on personnel and management; and providing the needed training.

Given Swaziland membership in SADCC and its regional responsibilities for training, the recommendations of this report insofar as training is increased could have also regional implications.

This report was discussed in the field in February 1986 in a series of roundtable discussions in which representatives from all the ministries and departments, training institutes, professional bodies and donor agencies participated.

## SUMMARY AND CONCLUSIONS

i. This study arose out of a growing concern that lack of management skills is a constraint on the development of Swaziland. This concern emanates from the fact that within development administration, the differences between managerial and administrative functions are generally blurred. Public servants are both policy makers and executors. Regardless of their levels, public servants must possess specific body of conceptual knowledge, skill and attitudes relevant to their tasks and personnel policies must be designed to motivate them. This report focuses on the training and management/administrative arrangements needed to strengthen the knowledge and skills of middle and upper level public sector managers; and influence their attitude in order to improve their job performance. In addition, the report identifies practical action-oriented programs which would improve the current management and training practices as well as suitable areas of external assistance.

### I. THE ORGANIZATION AND STRUCTURE OF THE CIVIL SERVICE

ii. There are 13 ministries and 4 executive departments staffed with about 20,000 civil servants, of which slightly more than 16,000 hold established positions. The Civil Service is organized into 28 grades for the purpose of salaries and promotions. Grade 1 represents the lowest grade and grade 28 the highest. There are 299 positions in grades 22-28 representing about 1.8 percent of the total established posts. In addition, some of the established posts are divided into separate occupational groups or cadres. Some of these cadres are centrally controlled, for example the accountancy cadre. Others are controlled within each ministry, for instance the personnel cadre, of which there are 75 members. The Ministry of Labor and Public Service (MLPS) is responsible for personnel management within the Civil Service. The responsibility for recruitment, promotion and discipline within the Civil Service lies with the Civil Service Board. Many of the rules and procedures of the Civil Service have not been updated nor are existing ones assiduously enforced.

### II. PUBLIC SECTOR MANAGEMENT ISSUES

iii. Although the Swaziland Government is aware of the management problems it faces and the solutions to many of these problems, what is necessary is for the Government to take concrete political steps to effect the necessary changes. The major management problems identified are:

- (a) Managers have difficulty in delegating responsibility both for tasks and decision making and as a result they are overburdened and unable to concentrate on long-term policies and managerial reforms;
- (b) Because of severe shortage of technical and managerial skills in Swaziland, civil servants are placed in positions for which they have very little expertise, and therefore there is a dearth of competent managers skilled in management;
- (c) Roles and responsibilities for posts at various levels are not clearly defined. For instance, ministers are often involved in execution of policies including personnel matters and principal secretaries are sometimes unaware of the scope of their authority and decision making power;
- (d) There is a widespread lack of skills in managing work processes, especially in defining work objectives, monitoring and controlling outputs and providing on-the-job training;
- (e) There is a general lack of effective system and procedure in the area of financial management. Records are often out of date or inaccurate and funds are overspent and there are inordinate delays in settling accounts. Many managers are indifferent towards their financial management responsibilities. This indifference impedes the efforts of accountancy cadre to exercise control and raise standards

iv. Training, although essential, will not prove beneficial while the context in which managers operate remain unchanged. Specific actions that need to be taken are: clear identification of, and agreement on priority problems to be tackled; designation of a high government official (probably the Head of the Civil Service) to spear-head the needed action program; provision of resources including finance, staff time and consultant services to implement the program and the production of clear guidelines to support such program. Once training needs are identified and prioritized, an appropriate training program should be designed and implemented. Alongside clearer guidelines and the training program, efforts should be made to address the attitudinal, contextual and structural problems which inhibit the effective management of the public sector (Paras. 2.09 to 2.10).

### III. PERSONNEL POLICIES AND MANAGEMENT

v. If the Civil Service is to improve its efficiency, the Ministry of Labor and Public Services (MLPS) and its five divisions must share and reinforce the desire for change. In particular, the MLPS must play an active role in administering and pursuing policies for improving the

management of the Civil Service. The analysis indicates deficiencies at the following levels: firstly at the organizational level, there are unclear reporting, organizational relationships and accountabilities; secondly, at the level of personnel management systems and processes, there are outdated and inconsistently applied regulations, a lack of systematic personnel data to assist in the human resource planning processes, a lack of clearly defined training needs tied to organizational priorities and problems in effectively utilizing expatriates to develop skills among their counterparts; thirdly, at the level of the cadre itself, there is a lack of personnel skills needed to perform the function effectively, and an inadequate management consulting and establishment control capacity. Specific actions that need to be taken are:

(a) Improvement and Enforcement of Existing Policies and Procedures: The Government needs to ensure that the General Orders--the basis of personnel policies and procedures--are revised, updated, and adhered to. In addition, a Handbook covering personnel procedures and responsibilities need to be produced and made available to personnel officers and line managers.

(b) Management of the Personnel Function: Existing vacancies need to be reassessed and filled as necessary. There is need for clarification of functional and reporting relationships within MLPS. In view of the serious communication problems within the Ministry, an outside consultant may be required to assist in the realignment of functions (para. 3.19).

(c) Professional Training of Personnel Officers: Existing personnel officers are in many cases untrained and overworked. Identified training needs are in the following key areas: human resource planning and administration, modern techniques in personnel administration and law, career development planning and administration, training needs analysis, administration of in-service training, modern management techniques, systems analysis and improvement.

(d) Management of In-Service Training: Orientation training requires careful planning to ensure maximum benefit and cost effectiveness. The defunct orientation handbook should be resuscitated, updated and reissued. A handbook on Human Resource Development should be prepared specifying comprehensive in-service training policies and implementation plans, procedures for in-service and external training. The Government should begin tracer studies of recipients of external fellowships similar to the ones carried out by the Commonwealth Fund for Technical Cooperation (CFTC) and USAID. The results should be used for designing training policies.

(e) Human Resource Planning and Personnel Information System: There is a need for a systematic human resource planning within the Civil Service. This would require the establishment of a comprehensive, accurate and accessible personnel record system capable of access and analysis. The Government needs to set up a committee in the Ministry of Labor and Public

Service, to oversee the setting up of the system for improved record collection and for manpower budgeting. Easy access and comprehensive analysis of personnel information are important for the success of any human resources planning system. The committee should review the improvements and changes needed in the management of personnel information and subsequently design and implement a governmental personnel information system. A pilot project with USAID technical assistance has been initiated in the Ministry of Health. This experience needs to be reviewed and extended to all other ministries.

(f) Management of Expatriates and Counterparts: The Government is strongly committed to localization of the public sector. However, at present it lacks basic information on the number of positions held by expatriates and in addition there are no set policies on counterpart development for effective transfer of skills during the period of tenure of the expatriate personnel. The MLPS needs to develop and implement a plan to manage effectively expatriate personnel. The objectives, plans and procedures should be spelled out clearly for the managers, donor agencies and the expatriates concerned. Each ministry should prepare annual counterpart training plan to be lodged in MLPS. The plan should include a roster of all expatriates and counterparts, a training plan for each counterpart, process for evaluating performance of expatriate in training counterparts. The training responsibility of each expatriate should be taken into account when his work program is agreed upon, ensuring that at least 20% to 30% of time is devoted to training. To deal with scarcity of counterpart and their rapid turnover, a number of supernumerary posts should be created for the purpose of placing counterparts. These posts should be managed by the localization and training unit of the Ministry of Labor and Public Service.

(g) The Management Services Division (MSD) is a consulting and advisory service group providing assistance in organization and methods, staffing and training needs identification. The pace of change within the Civil Service has placed demand on MSD that has outstripped their current resources. There is a critical shortage of experienced management services officers and the quality of training of new recruits is often inadequate. The Government needs to strengthen this unit by adding three new senior management specialists recruited preferably through technical assistance. There is also a need to reorganize MSD along functional lines so that it could be more efficient, and a need for preparing a comprehensive staff Development Plan so that there is a well laid out structure for movement from one grade to another within the cadre (para. 3.31).

#### IV. TRAINING INSTITUTIONS

vi. There are four training centres providing some managerial and administrative training. Although adequate capacity for training exists in Swaziland, the quality of training offered is inadequate. The university

does not offer specific programs in management education, but within the Faculty of Social Science, students are prepared for the B.Com degree, the certificate in business studies and the diploma in accounting and business studies. The university's major source of revenue is the subvention from the Government, which in 1984/85 amounted to 66% of its revenues. Administrative costs, as a proportion of total cost in the university, are about 20%. This is high compared with similar costs in other countries. The Government needs to carry out a comprehensive analysis of university expenditure to find ways of controlling costs. The quality of output of the University is low and this is a reflection of the low initial entry level qualification of many of the students. Resources are wasted in preparatory and remedial programs that can best be carried out at the high school level. The University needs to explore ways of cooperating with Lesotho and Botswana in order to cut costs.

vii. Swaziland Institute of Public Administration (SIMPA) is the primary government management training institute. Its programs fall into five broad categories: Orientation and refresher courses, seminars and workshops, department specific courses, joint programs with other institutions and miscellaneous programs. SIMPA enrolls about 361 participants involving 4,325 participant days. It has difficulty attracting qualified staff because it is administered as a Civil Service agency. The Government has plans to revamp SIMPA. However, it is suggested that the plan should be regarded as a long-term plan. The next five years should be a transitional period during which SIMPA would redefine its mandate, strengthen its teaching staff and identify its market. SIMPA and the regional-based Institute of Development Management (IDM) should carefully demarcate their markets so that there would be minimal overlap. SIMPA should draw on expertise from IDM and MSD in developing its programs. Swaziland College of Technology (SCOT), the other training institution, is essentially a sub-technical training institute offering training in a range of technical subjects including bookkeeping. In addition, there are a number of organizations offering management training. The most important is the Managa Agricultural Management Centre (MAMC), which is a Commonwealth Development Corporation (CDC) managed institution, drawing students from all over the Commonwealth.

## V. ACCOUNTANCY TRAINING IN SWAZILAND

viii. Swaziland lacks accountants and other persons with skills in financial management. Although some courses in accounting are offered at the university, SIMPA and SCOT, there is considerable duplication of courses and the quality of training is variable. The Government has recently passed an Act establishing an institute of accounting which will be an independent body with powers to set qualification standards. As in Lesotho, the actual training of accountants would be delegated to a training arm of the institute. As currently envisaged, the structure of training would be in three levels--pre-technician, technician and

professional level—with the latter divided into registered and chartered. There are still a number of unresolved issues. These are: rationalization of existing training programs, the restructuring of existing B. Com program so that graduates can continue on to acquire professional accountancy qualification if they so desire, location of the training section of the institute, accreditation and affiliation with recognized international bodies. As a first step towards creating a training center for accountancy studies, it is recommended that a technical director be appointed to develop the Center. The Center should work in close cooperation with an established firm of chartered accountants in Swaziland. The Center should be responsible for: (a) rationalizing existing training programs; (b) setting standards for the curricula of all programs of training; and (c) providing instructions for professional level accounting qualifications. It is further recommended that pre-technician training in accounting should be offered at SCOT. All technician level training should be offered at SIMPA with the certificate in financial management offered by IDM. The B Com degree should be an entry point for the professional program. Training should be a combination of part day release, part evening/weekend courses and part special tutorial classes. The Government should seek donor support to establish the Center.

#### VI. AGENDA FOR CHANGE

ix. To tackle the many managerial problems it faces, the Government needs to develop a multifaceted and long-term action program which should have strong support and direction from the top management and which the donor community can support. Such a program should have three components:

- (a) General and financial management improvements;
- (b) Personnel management improvements;
- (c) Improvements in organization and management of training institutions

(a) General and Financial Management Improvements: The objectives in this area should be to improve the efficiency and effectiveness of management by directly addressing the identified weaknesses. These improvements need to be viewed as an integrated program of change rather than a series of moves unrelated to one another. The program would therefore consist of four carefully managed phases:

- (i) developing responsibility and commitment;
- (ii) designing the components of the change program;
- (iii) implementing the program;
- (iv) evaluating results.

Each of these phases are discussed in paras. 7.02 - 7.03. A consultant specializing in the management of change and familiar with the issues identified in this report should be placed in MLPS to oversee and

facilitate the change process. The consultant should work with a small team of consulting resources drawn from local and external sources and should be required to examine the current structures for managing changes in the Civil service and recommend new arrangements. Terms-of-reference for this consultancy is in Annex 26.

(b) Personnel Management Improvements: The agenda for change in this area are in three parts:

- (i) improving the management of MLPS;
- (ii) strengthening the personnel and related functions.
- (iii) improving human resource management and processes;

These improvements are discussed in para. (v) above and in paras. 7.04 - 7.07.

(c) Training Institutions: Developing local training institutions is a key to providing effective management training and education.

(i) SIMPA. It is a key priority that communication between SIMPA and IDM should be improved so that they can engage in a collaborative program. A program of institutional development of SIMPA should be carried out under its new reporting relationship. Its faculty should be strengthened and it should get involved in consultative activities to make its program more relevant (para. 7.08).

(ii) Accountancy Training: A Center for Accounting Studies responsible for designing professional level accountancy training and examination structure under the newly established institute of accountants should be established (para. 7.08).

(iii) University: The role of the university needs to be reviewed to encourage the use of its resources for higher level programs with direct impact on development (para. 7.09).

The designed action components should be reviewed by a steering group and if accepted submitted to a meeting of principal secretaries for their official endorsement. Each ministry should have the responsibility for implementing specific actions under the overall supervision of the head of the Civil Service assisted by MSD which should have the responsibility for implementing centralized programs. The program of change should be realistically planned to ensure that resources are available and certain key objectives are accomplished before more complex tasks are tackled.

VII. PROPOSALS FOR EXTERNAL ASSISTANCE

x. The Government should seek external assistance support for a project of technical assistance and fellowship aimed at bringing about improvements in the quality of management in Swaziland's public sector. This project would involve:

- (a) support for the formation of Center of Accountancy Studies; including facilities and 16 man-years of technical assistance;
- (b) Two man-years of technical assistance to assist in implementing the change process;
- (c) Twelve man-years of expert services to strengthen the MSD;
- (d) Two man-years of expert services for the preparation of the Human Resource Handbook;
- (e) Technical assistance and fellowship for the development of the personnel information system;
- (f) Six man-years of technical assistance to strengthen the staffing of SIMPA as well as funds for expansion and reequipping its facilities.

## INTRODUCTION

### Socio-Economic Setting

1. Geography and Political Setting: With an area of 17,000 square kilometers and a population of about 720,000, the Kingdom of Swaziland is one of the smallest countries in Africa. Surrounded by the Republic of South Africa (RSA), except for a short stretch of its eastern edge, which borders on Mozambique, its economy is strongly influenced by developments in the RSA and this is reinforced by its membership in the Southern Africa Custom Union (SACU) and the Rand Monetary Area (RMA). However, its recent membership in the Southern Africa Development Coordination Conference has been a step in the direction of fostering closer economic ties with other countries in the region; the goal being to promote regional integration and reduce dependence on RSA. Swaziland is presently ruled by a King who presides over two separate political systems that coexist: the Swazi Government consisting of a cabinet and a bicameral parliament and the Swazi Nation represented by the Swaziland National Council. The former is responsible for public administration and economic and social development and the latter for administering and developing tribal lands.

2. Population Growth: The country contains less than a million people, and its population is increasing at 3.6 percent per annum. This is the result of high fertility rate coupled with declining mortality rates. The estimated fertility rate is around seven children per woman with no significant change experienced during the 1960s and 1970s. This level of fertility is very high relative to that of developing countries in general, but is about the norm for Eastern and Southern African countries. The labor force is growing even faster, as a result of the relatively youthful age structure of the population.

### Economic Development and Strategy

3. The overriding issues facing the Kingdom of Swaziland are resumption of economic growth and employment creation. In the 1960s and 1970s, the economy, which is private sector and market oriented, grew at an annual rate of 7 percent, well above the average for Sub Saharan Africa. The growth rate resulted in a relatively high per capita income of almost US\$1,000 in 1980. Since 1980, however, the economy has slowed down considerably, with GDP growing at an average 0.5 percent per annum due primarily to world and regional recession and drought as well as low sugar prices. A contributory factor has been economy wide shortage of skilled manpower. The Government has recently outlined its development strategy in the Fourth National Development Plan. The Plan stresses the need to

increase the efficiency of public expenditures, stimulate private investment by measures to: (a) shift emphasis away from academic training to vocational training; (b) foster agricultural development; and (c) private industrial development.

### Objectives of Study

4. Given that the public sector accounts for about 40 percent of the GDP, the current emphasis on efficiency, rather than public expenditure expansion, is a step in the right direction, especially since the economy is constrained by lack of skilled manpower and associated limitation on implementation capacity. However, efficiency has two distinct but related aspects that are critical to economic performance: efficient resource allocation-through prices, markets and administrative interventions; and operational efficiency-to maximize the use of labor and capital through sound management of enterprises, projects and programs in both the public and private sectors. The growing concern about management as a constraint on development has once again focused attention on the need to strengthen the institutional capacity of Swaziland to manage its economy. Increasingly, within a development administration which undertakes and administers projects, the differences between administrators and managers have narrowed. Public servants are both policy makers and executors of policies. Regardless of their levels, public servants must possess a specific body of conceptual knowledge, skills, and attitudes relevant to the performance of their duties. Personnel policies must be designed to motivate them to perform their duties effectively. In Swaziland, progress, in achieving the goals set out in the Plan, has been hampered by weak institutions and management. Many existing government agencies suffer from poor management, resulting in costly and inefficient services. The Government itself recognizes the need for improved management practices and improved accounting controls and has started to implement some measures.

5. The focus of this study is the training and administrative arrangements needed to strengthen the knowledge and skills, and influence the attitudes of middle and upper level public sector managers and administrators, to help improve their job performances. Specifically, the objectives of this study are: to assess, on the basis of existing data, the management training needs of the Swaziland public sector to evaluate the capacity of existing training institutions to provide the necessary training; to make recommendations for improving administrative management of the existing institutions as a means of controlling costs; to make recommendations for more efficient and effective use of resources to meet the training objectives; to evaluate the efficiency of existing personnel management systems and practices; to identify practical action-oriented approaches for achieving improved coordination of training efforts at both national and regional levels; and to identify suitable areas of external assistance.

## Organization of the Report

6. The report is organized as follows:

- Chapter I provides a description of the organization and structure of the Civil Service and parastatals. This chapter also gives details of staff management, recruitment, and conditions of service in the Government.
- Chapter II highlights some important issues in terms of effective management in the Civil Service, and recommends actions that should be taken to improve the caliber of management. The chapter also includes a description of skills shortages in some key parastatals.
- Chapter III describes the current personnel function and identifies needs for improvement. It includes recommendations on actions needed to clarify and enforce personnel policies and procedures; to strengthen personnel resources both within the Ministry of Labor and Public Service as well as elsewhere among the personnel cadre; to strengthen the consulting resources in management services to play a key role in supporting change; and to improve personnel processes and systems, such as human resource planning, personnel information, and the management of in-service training.
- Chapter IV describes the role and purpose of the major training institutions in Swaziland, including the university, the Swaziland Institute of Management and Public Administration, Institute of Development Management and Swaziland College of Technology. The chapter highlights the need to rationalize training activities, improve the coordination between SIMPA and JDM, and strengthen SIMPA's faculty and facilities.
- Chapter V describes the steps that have been taken since the passing of the Accountancy Act, and recommends measures to be taken to establish the training arm of the Swaziland Institute of Accountants, including the creation of an integrated training structure for accountancy training at all levels.
- Chapter VI describes the initiatives and projects to which donors are currently contributing to help improve the calibre of management training and development in Swaziland.
- Chapter VII lays out an Agenda for Change, and lists the priority areas for action.
- Chapter VIII recommends the role that external assistance can play in helping to support the Agenda for Change.

## I. ORGANIZATION AND STRUCTURE OF THE CIVIL SERVICE

### Introduction

1.01 The source of all powers in Swaziland is the King. The exercise of the power can, either be directly or through the National Council (the Ligoqo) or through the Executive, Legislative and Judicial Organs of the Government. The Executive Branch of the Government is responsible for the day to day operations and largely determines the direction and the quality of the development efforts in Swaziland. At the beginning of 1986, there were 13 Ministries and 11 Executive Departments<sup>1/</sup>. Ministries are intended to manage the policy level activities of specific sectors--Health, Agriculture, Education etc.--, while Departments are the operational units charged with specific responsibilities under the law, for example, the Auditor General's Department. Since Ministers can choose the degree to which authority is delegated to the Principal Secretary, the actual functioning of Ministries vary. In addition to the Ministries and Departments, there are about 24 autonomous and semi-autonomous parastatals in the country.

### 1. Civil Service

1.02 Staffing: Employment in the public sector accounts for about 30 percent of the total employment in the formal sector. Employment in the public sector has, in this decade, increased faster than that of the private sector. For example (between 1977 and 1982), while public sector employment grew at 5.9 percent per annum, private sector employment only increased at 2.2 percent per annum (Annex 1). The increase in public sector employment is largely attributable to the rapid increase in non-established posts. Since 1981, the Government has attempted to limit the role of expansion of established positions in the Civil Service. Unfortunately, however, no such restriction applies to non-established posts especially daily paid and temporary positions which were mainly at the discretion of Ministries. In FY1985/86, there were 16,222 established posts in the Civil Service of which the largest Ministries, the Ministry of Education held 6,434 positions; the Royal Swazi Police Force, 1,639 positions; the Ministry of Health, 1,400; and the Ministry of Agriculture and Cooperatives, 1,368 positions. Between 1984/85, and 1985/86, the largest growth has taken place in the Ministry of Works and Communications (27.1 percent), Ministry of Agriculture and Cooperative (9.3 percent), and Ministry of Health (7.8 percent). Overall, the growth in the Civil Service during this period is 4.9 percent.

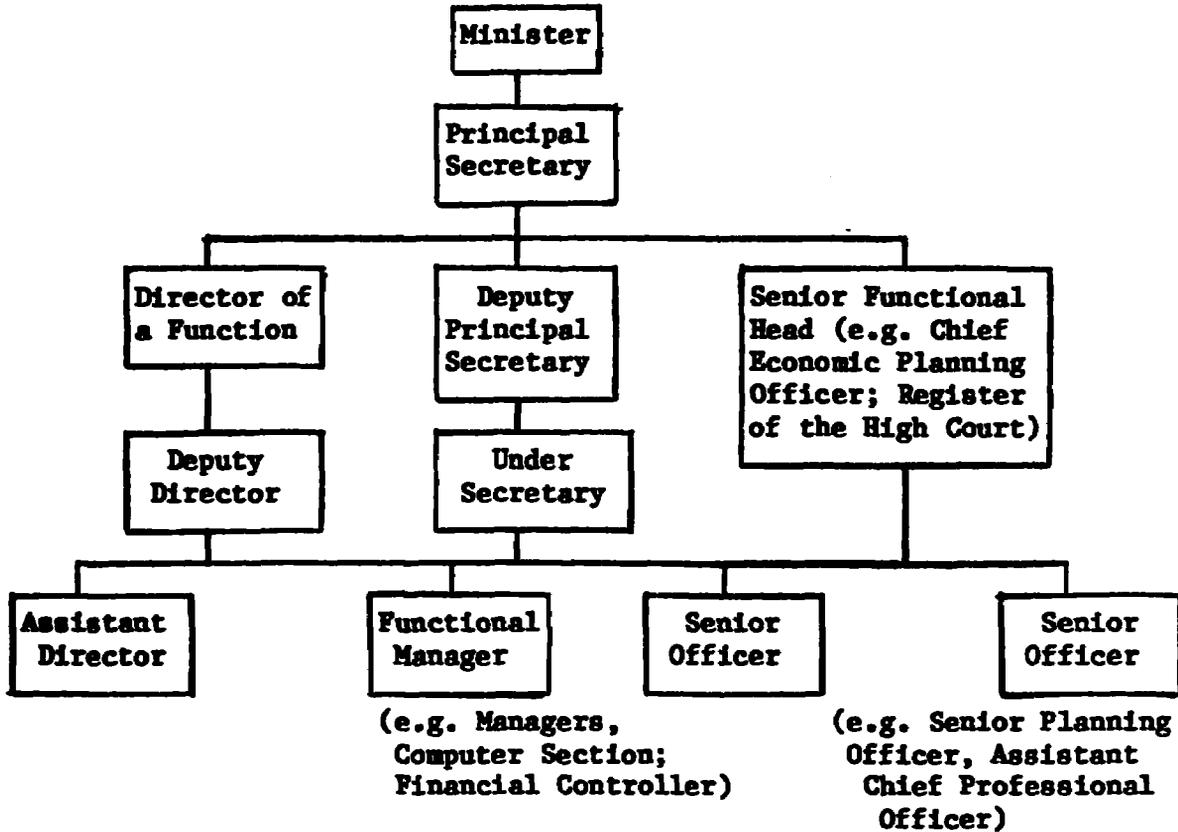
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<sup>1/</sup> One such department--Posts and Communications will soon become a corporation.

1.03 **Structure of Ministries:** Chart 1 below presents the structure of the top and middle management of a representative Ministry. This structure varies to some degree depending on the size and complexity of the Ministry.

Chart 1

Structure of a Representative Ministry



1.04 Grades: The Civil Service is organized into twenty eight grades for the purpose of salaries and promotion. Grade 1 represents the lowest grade and twenty eight the highest. In general, positions with similar titles are similarly graded and positioned in the structure (e.g. Principal Secretary, Under Secretary), although there are a few which exist at different levels in different ministries. For example, the position of a Director can fall into grade 26 or 24 category depending on the size of the establishment or complexity of the functions being managed. On the whole, the bulk of the identifiable management, administrative, and senior functional/technical positions fall within the grade bands 22 to 28 (Annex 2). However, there are some posts below these senior levels with managerial, administrative and supervisory function (Annex 3)<sup>2/</sup>.

1.05 At the senior and middle levels (grades 22 to 28), managerial and senior functional/technical positions are sometimes combined. There are 299 such positions at these levels, the largest numbers being at level 22<sup>3/</sup> and level 24<sup>4/</sup>. Overall these 299 senior and middle level positions represent just 1.8 percent of the total Civil Service Establishment (Annex 4), although there are variations among individual ministries.

1.06 Cadres: In addition to the promotion and pay grades, some of the established posts are divided into separate occupational services or cadres. These cadres are occupational groupings which largely determine the career and promotion prospects of their members. However, promotion into the top managerial position is open to members of all occupational cadres. There are currently in existence 6 cadres within the Civil Service. Two, however, merit particular mention here.

1.07 Accountancy Cadre: The accountancy cadre is controlled by the Accountant General whose office is located within the Treasury. Members of the cadre are distributed in most ministries and departments. Annex 5 shows a full breakdown of those positions that can be clearly identified as belonging to the accountancy cadre. There are 433 members of the cadre, of whom 145 (33 percent) are located centrally in the Treasury. A grade distribution of the Account General's Office, which represents the full hierarchy of positions in the accountancy cadre is shown in the next page.

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<sup>2/</sup> For example, in the Ministry of Agriculture and Cooperative (e.g. Rural Development Supervisor, Farm Manager), Ministry of Education (e.g. Headmaster, Head Teacher) and the Department of Post and Telecommunications (e.g. Data Control Manager, Senior Telephone Supervisor).

<sup>3/</sup> Typically, level 22 includes positions such as Financial Controller, Senior Officers, Assistant or Deputy Director.

<sup>4/</sup> Typically, level 24 includes positions such as Under Secretary, Director, or Deputy Accountant General.

Staffing of the Accountant General's Office

	<u>Grade</u>
Accountant General	26
Deputy Accountant General	24
Assistant Accountant General	22
Principal Accountant	20
Senior Accountant	18
Accountant	16
Assistant Accountant	12
Accounts Officer	10
Assistant Accounts Officer	8

1.08 In other parts of the Civil Service, for example, in very large ministries such as Agriculture & Cooperative, Education, and in the Departments of Posts & Communications, Central Transport Administration, and Water & Sewerage); the most senior member of the accountancy cadre is the Financial Controller or Chief Accountant at grade 22. In other Ministries, such as, Natural Resources, Land Utilization and Energy, Labor & Public Service, Works & Communications, the most senior member of the accountancy cadre is the Principal Accountant at grade 20 (Annex 5). Most of the accountancy cadre in a typical ministry is organized in a central group, such as the "Common Services Section" in the Ministry of Education, the Principal Secretary's Office in the Ministry of Health, or the "finance and Common Services" Section in the Ministry of Agriculture & Cooperatives. In addition, other, generally more junior members of the cadre are placed in specialized units. The organization of the Accountancy cadre in the Ministry of Agriculture is given as Annex 6.

1.09 Personnel Cadre: Overall, there are 75 personnel specialists in the Government, although there are also a number of other staff (often executive officers) who carry out personnel functions. Although the personnel cadre (unlike the accountancy cadre) is not centrally controlled, the largest number of personnel specialists (46 or 61 percent) operate in the Ministry of Labor and Public Service (MLPS). There are six grade levels within the personnel cadre, all of which exist within the Ministry of Labor and Public Service (See Annex 7). Elsewhere in the Civil Service, personnel staff are located in some of the larger ministries (especially education) and functional departments (Annex 8). These are generally headed by a principal personnel officer (grade 20). There are also seven identifiable training officer positions, mainly in the three utility departments, but many staff in technical positions also carry training responsibilities. Overall, the personnel cadre represents about 0.5 percent of the total Civil Service establishment. An examination of the distribution of personnel officers within the Civil Service, indicates that tasks are unequally divided among existing staff performing personnel function. Ratios of personnel staff to total staff vary considerably. For

example, the Ministry of Natural Resources (where the ratios are quite favorable) compared to the Prisons Department (where the ratios are much less favorable). Ratios in key Ministries such as Education and Agriculture also indicate a low level of personnel officers to staff (See Annex 9). A recent study<sup>5/</sup> on the utilization of personnel officers within the Civil Service has suggested that the Government establish a broad formula for determining the number of personnel officers for Ministries and Departments. The enforcement of the formula would require some redistribution of personnel officers among some ministries, and the hiring and training of a number of personnel officers in other ministries (e.g., the Royal Swaziland Police Force, Education, and works and Communication). Issues of skill shortages within the cadre are discussed in Chapter III.

### 3. Parastatals: Employment and Staffing

1.10 There are in Swaziland about 24 major parastatals or public corporations performing a wide range of functions across most of the sectors of the economy - banking, agriculture, power, transport, housing, mining, and communication (Annex 10). Each parastatal is financially and administratively accountable to a particular line Ministry. The majority on the Parastatal Board of Directors are appointed by the Government and representatives of line Ministries sit on the Board. Traditionally, the Chief Executive of each enterprise is appointed by the Government from among the rank of top permanent civil service or retired civil servants.

1.11 Parastatal grades correspond to the civil service grades structure. However, there are three distinct staff categories: Administrative (the higher level managerial and technical functional positions); Professional (the specialist functional staff); and Other (the most important parastatals employing 5,201 staff, of which 249 (4.8 percent) are in senior managerial/administrative/technical or functional positions, and 160 (3.1 percent) are in specialist professional functions. Thirty four percent of all managerial positions and 27 percent of all professional (technical) positions in the parastatals are held by expatriates (non-Swazi citizens). The largest concentrations of expatriates are in the very technical parastatals-Swaziland Railways and Swaziland Irrigation Scheme. In addition to reliance on expatriates for specific technical expertise, a large proportion of accountants and financial analysts are expatriates.

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<sup>5/</sup> David R. Alt, E. E. Petrich, F. R. White: A Review of Personnel Management Policies, Procedures, and Practices. Ministry of Health, April 1984.

## II. PUBLIC SECTOR MANAGEMENT ISSUES

### Introduction

2.01 The Swaziland Government is aware of the managerial problems it faces and is very open to criticism and suggestions for improvement. It is also acknowledged, while studies identifying problems have been welcomed, putting reforms into practice has not been easy. At a senior level, there is a commitment to change. What is holding up change is partly due to some "uncertainties" of direction and the lack of incentives to drive for major reform. These problems are not peculiar to Swaziland but exist in various degrees in the other developing countries, as well as in developed and sophisticated economies. There exist within the Swaziland Government great managerial talent, energy, creativity and goodwill, that, given the right opportunities and climate, can bring about significant improvements in the effectiveness and productivity of the Civil Service. This section analyses the major areas which require improvement.

### 1. Major Management Problems

2.02 Delegation: In some ministries, Civil Service managers often have difficulty in delegating responsibility both for tasks and decision making. On the one hand some of the middle and lower administrative cadre are reluctant or unable to take responsibility, and tend to delegate upwards. Senior managers often find their efforts to delegate frustrated. On the other hand, some senior managers mistrust the ability of their subordinates and tend to hold onto tasks and problems instead of delegating them especially where there is a lack of professionalism and experienced manpower at the middle and working level. There is a tendency for tasks and decisions to gravitate upwards, resulting in overburdening of the senior management—principal secretaries and even ministers. In some cases, delegation fails to take place at the level of the cabinet ministers which gets inappropriately involved in details of projects, personnel decisions, and so on. Feedback also needs improvement—both the communication of results up the line as well as feedback from a senior level on the performance of the subordinate. There are clearly multiple causes for this phenomenon including lack of training in delegation skills at senior management levels, inadequate experience and judgement among subordinates, a reluctance or lack of incentive to take risks. But whatever the causes, this lack of delegation from above and decision-avoidance from below, have become habitual characteristics among many staff and urgently need changing. Senior managers who are concerned with detailed tasks and fire-fighting, are unable to concentrate on longer term policy and managerial reforms.

2.03 Problems Relating to Managerial Selection: Swaziland suffers from shortages of high level technical and managerial skills, and relies heavily on expatriates in the parastatals and private sectors (in the private sector, this is due in part to a reluctance to employ locals). There is a shortage of competent middle and upper level managers within the Civil Service. The issue is seldom the manager's personal intelligence or individual attributes, but more a question of a lack of preparation for a managerial role, and a lack of experience in exercising managerial judgment and in managing people and other resources. There is a tendency to give too high a regard to the acquisition of qualifications. A degree places a premium on the value of young and ambitious officer, who is prematurely promoted into administrative functions which require skills and experience he does not yet possess<sup>6/</sup>. Little substantive skills training beyond some general orientation is provided. One of the difficulties of reversing this trend is that technical positions do not provide an adequate career prospect for ambitious officers because of the current grading structure. So there is a general drive to acquire status through taking up administrative and managerial responsibilities, even though the individual may lack a managerial orientation. This problem is aggravated by some brain-drain of skilled managers away from the Civil Service into the private sector (lured by higher wages and better conditions), and out of the country.

2.04 Role Definition and Coordination: Although portfolio responsibilities are clearly stated, there is some ambiguity about roles and responsibilities at various levels in the hierarchy, most notably between the Minister and Principal Secretary levels. Some Ministers become involved in the execution of policy which should be the Principal Secretary's prime responsibility, and Principal Secretaries are sometimes unsure of the scope of their authority and decision-making powers. The result is often duplication or neglect of tasks, or lack of coordination. There is also some lack of coordination among Ministries. Several government functions are split among a number of Ministries, for example, planning which requires close coordination and effective communication that is often missing in practice. The recent workshop for Principal Secretaries was seen as making an initial contribution in helping share common perspectives and problems, clarify roles, and coordinate efforts between ministers and principal secretaries. The report from this workshop has recently emerged after some delay, but contains specific follow-up recommendations, which will be important to implement.

2.05 Work and People Management: The lack of effective systems and procedures is exacerbated by a widespread lack of skills in managing work processes—especially in terms of defining work objectives, reinforcing policy, monitoring and controlling output, and providing on-the-job training and coaching. This is worsened further by low staff morale and

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<sup>6/</sup> Shortly after independence efforts were made to identify in advance officers with management potential and give them adequate preparation.

discipline in many areas. The result is that work is delayed, often of inadequate quality, or not followed through effectively. There is a widely-held impression that the Civil Service is over-staffed, but it may be just as much a question of under-utilization due to lack of planning, organization and supervision of work. Despite what appears to be a general laxness in daily operation, much of the work is managed in a crisis mode.

2.06 Problems Relating to Financial Management: There is a general lack of effective systems and procedures to assist managers especially in the area of financial management. There is a shortage of trained bookkeepers, and accountants in the Civil Service, and many managers lack financial management skills. As a result, there is a general weakness in budget preparation, budgetary control, and management of financial resources. Records are often out of date or inaccurate, funds are sometimes used in unauthorized ways, over-spending occurs, track is lost of spending levels, and there have been delays in paying invoices which in one or two instances has caused embarrassment to the Government. Although the dimensions of the problem are not clear, there are also strong concerns about fraud and theft, difficult to control or track due to the inadequacy of financial management practices. Most seriously, there is fairly wide-spread indifference towards financial management responsibilities among many managers, which impedes the efforts of the accountancy cadre to exercise controls and raise standards as well as a perception that the accountancy cadre needs to be strengthened to give ministries stronger ongoing support.

2.07 Problems Relating to Institutional Planning and Information: There are perceptions that the planning functions within the government need strengthening, especially in the areas of economic planning, and the coordination of planning with budgetary mechanisms. There is some lack of clarity about responsibilities for the national economic planning process, and weakness in the content of some macro-planning, for example, in the area of manpower development. Furthermore, coordination among different planning agencies (at central and ministerial level) is very weak. An unofficial planning cadre exists although some units in ministries are seriously understaffed. The Management Services Division (MSD) in the Ministry of Labor and Public Service (MLPS) is currently working on plans to make the organization of the cadre official. On the positive side, planning has helped identify priorities and has focused less at the project level than hitherto. But there is a need to strengthen and coordinate planning functions further, establish clear accountabilities, and increase the supply of trained economic planners and researchers to maintain this essential government function. Finally, there is a need to coordinate information, and computerized data bases and activities in the Civil Service. Personal computers are beginning to proliferate in the government, partly through donor assistance, and the computer steering

committee is not able to enforce a policy of consistency. Measures are needed to develop an Information Resource Management Policy in the Civil Service which will establish overall guidelines, control, and coordination for both the design of data bases across the ministries, and the acquisition and use of personnel computers.

## 2. Summary of Issues

2.08 Strengthening the quality of management in the Swaziland Civil Service is clearly not a simple task. The current situation is the outcome of a number of interacting factors, including: (a) general attitudes and habits which are partly traditional, partly due to the incentive structure, partly reactions to the way managers are in turn managed; (b) unclear roles, structures, responsibility levels, including overlapping accountabilities, and some lack of functional distinction among levels in the hierarchy; (c) skills deficiencies due partly to the premature advancement of talented but inexperienced technical and professional staff, and partly to the lack of systematic orientation and refresher training in essential managerial skills and responsibilities; (d) uncertainty and complexity in the substance of what needs to be managed—due to insecurities in the political environment, economic problems, difficulties in determining priorities, unclear policy or contradictions between policy and practice; and (e) a widespread lack of discipline and motivation at the working level which make it difficult even for the effective manager to accomplish results.

## 3. Recommendations

2.09 It would be fool-hardy to seek simple solutions to the task of improving the caliber of management in the Civil Service. All of these and many other factors will need to be tackled in an integrated program of management improvement. Training, while essential, will not prove beneficial while the context in which managers try to manage remains unchanged. It is also clear that no effort is likely to succeed unless four conditions apply:

- (a) a clear definition of and agreement on the priority problems that need to be tackled;
- (b) sponsorship from a government official senior enough to command respect, to give the efforts needed the importance they deserve, and to exercise the level of responsibility necessary to ensure support from individual ministries<sup>7/</sup>;

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<sup>7/</sup> It is likely that this person would be the head of the Civil Service.

- (c) time and resources to define the actions needed and to follow up effectively; and
- (d) the availability of skilled facilitators who are not only experienced in public sector management but are aware of the specific issues and conditions facing the Swaziland Government.

2.10 On the Training Side, those responsible for defining training needs in the Ministry of Labor and Public Service (MLPS) and within the individual Ministries, need to work collectively to prioritize a management training program for new and existing managers to be implemented over the next five years. Fortunately many of the key skills to be acquired have already been identified, so the task now consists of: (a) ensuring that the major needs are addressed and that relatively minor needs do not take up scarce resources; (b) producing mechanisms to coordinate analysis within the Government, and to ensure that the training institutions plan their training based on prioritized needs, providing structured training to meet different stages in a manager's progression—induction—skills development—refresher training—executive training; (c) influencing the content of training programs, especially those offered by IDM, SIMPA and the University to ensure that they are practical, problem-centered, and related to Swazi conditions; (d) establishing improved mechanisms, for identifying existing and future managers for training and streaming them into appropriate programs at the appropriate time; and (e) establishing methods of evaluating the impact of training on skills performance, and using this information to bring about improvements in the content of training. For these five tasks to be effectively accomplished, they will need to be treated as a formal project with the necessary resources and authority levels, and with collaboration between key parties in the Government and the training institutions. Such collaboration can be best achieved through a working conference in which the parameters of the training project are defined. If the Government decide to take action in this direction, it is recommended that donor aid be sought to provide technical assistance.

2.11 Managerial Problem-Solving: Alongside this training project, efforts should be made to address the attitudinal, contextual and structural problems which inhibit effective management practices. An example should be taken from the workshop held recently for Principal Secretaries which provided useful common insights but which was seen as too much of a "one-off event", with inadequate follow-up. It is recommended that a meeting of senior managers be convened under the auspices of the Secretary to the Cabinet, to start a process which will go beyond problem identification, to the specification of a detailed improvement program, accompanied by allocation of responsibilities and a method of monitoring and evaluating progress. This process could begin with a specially

facilitated conference either at Mananga Agricultural Management Center (MAMC), or hosted by top management consulting staff from IDM. However to ensure that such an effort is adequately followed through, it is advisable that the Government identify donor assistance and seek for longer-term consulting resources. Ideally this improvement program, and the management training project described above, would be designed as components under the same umbrella (Details of how this change program could be carried out are given in the Agenda for Change, Chapter VII).

#### 4. Skill Shortages in the Parastatals

2.12 Although the study could not include a comprehensive study of parastatals, some attention was focused on two parastatals key to Swaziland's economic development,--the National Industrial Development Corporation of Swaziland (NIDCS), and its subsidiary Swaziland Economic Development Corporation (SEDCO).

2.13 NIDCS provides loan equity, and industrial premises and facilities to medium-sized, viable enterprises, mainly industrial, but also some agricultural ventures. NIDCS is staffed at the professional level mainly by B.A. graduates, and has in the past been somewhat dependent on expatriate staff employed in an advisory capacity to provide skills not yet widely available in Swaziland. Dependence on expatriates who have not always communicated their skills effectively to local counterparts, emphasizes the need to develop local competence in areas such as marketing, investment promotion, project analysis, and financial analysis to appraise the financial viability of sponsored projects. As in the case of the Civil Service, there is also a strong need to develop accountancy skills at a number of different levels in the corporation.

2.14 SEDCO provides investment assistance to small, local entrepreneurs, mainly in the industrial sector, but also to some trading and commercial ventures. Like NIDCS, SEDCO is somewhat dependent on expatriate officers, and finds it difficult to locate sufficiently well qualified or experienced locals to act as counterparts. SEDCO has a need to strengthen small industry expertise and entrepreneurial skills, and to build up management skills among managers who have a largely technical background (for example in the construction industry) and little managerial experience or aptitude. SEDCO also suffers from the problems of the Civil Service, in losing talented staff to the private sector.

2.15 At both parastatals, there was a perception that the current management training provided by local institutions is inadequate, and that there is a need for tailor-made specific programs dealing with the type of problems they experience. Important priorities include training in small business management and entrepreneurship skills (for further discussion on this topic see Chapter VII of Vol I--The Main Report), and practical part-time management training designed specifically for individuals with a technical backgrounds and roles.

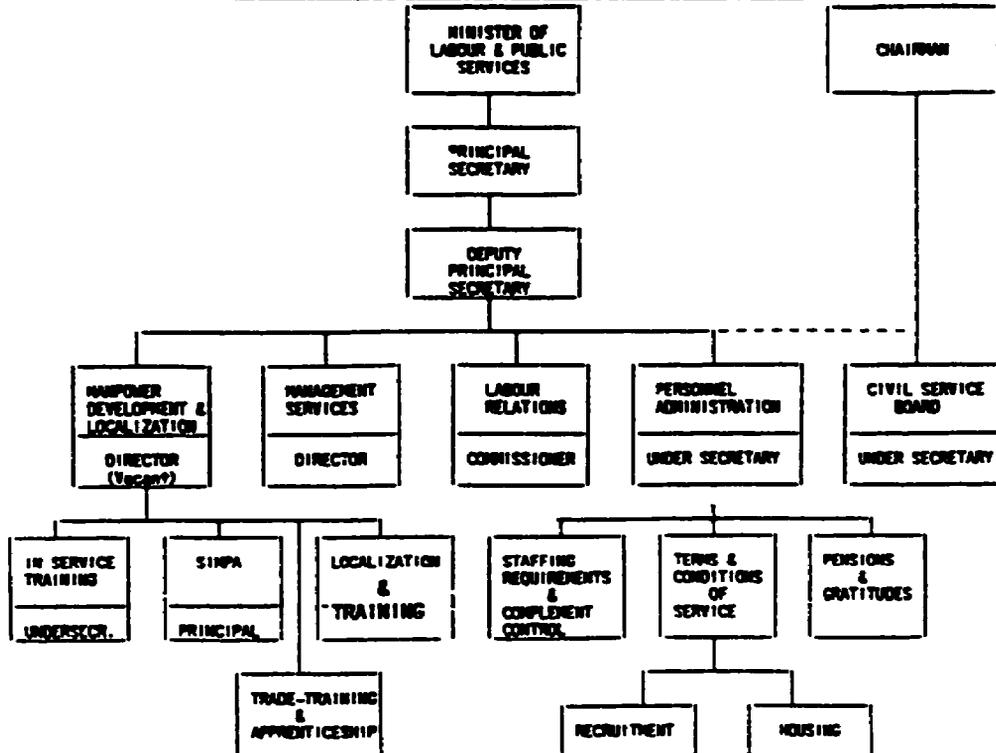
**III. PERSONNEL POLICIES AND MANAGEMENT**

Introduction

3.01 The responsibility for personnel management in the Civil Service of Swaziland lies within the Ministry of Labor and Public Service (MLPS). The ministry is currently organized into five different divisions: (i) the Manpower Development and Localization Division (MDLD) is responsible for in-service training and expatriate recruitment; This division has three units under it: the Localization and Training unit, responsible for expatriate recruitment and counterpart development, the In-service Training unit which coordinates in-service training requirements of all ministries; and Swaziland Institute of Management and Public Administration (SIMPA), the Civil Service training arm of the Government; (ii) Management Services Division (MSD) which is the management consulting arm of the Civil Service and which performs the establishment control function within the Civil Service; (iii) Personnel Administration Division (PAD) which manages Terms and Conditions of Service, Staff Recruitment and Control, Pensions and Gratuities; (iv) Labor Relations Division Which oversees labor relation issues in the private sector; (v) the Civil Service Board which is an executing independent body responsible for recruitment, staff selection and promotion. For administrative reasons, it is housed in MLPS but reports directly to its own chairman. The organizational chart is presented below as Chart 2.

Chart 2

**Ministry of Labor and Public Service  
Organization Chart as at February 1986**



3.02 If the Swaziland Civil Service is to improve its efficiency, the MLPS and the Divisions within it must share and reinforce the desire for change. At present, the MLPS and the independent Civil service Board play relatively passive roles, administering rules rather than pursuing policies for improving the management of the civil Service. The MLPS needs to take an active role not only by planning and overseeing training within the Civil service but specifically by: (a) improving and enforcing policies and procedures; (b) strengthening the management of the personnel function through some structural realignments and professional training of the personnel cadre; and recruiting high quality staff for vacant positions; (c) developing a human resource planning capacity including: (i) review and improvement of current personnel data and records; and (ii) implementation of a computerized personnel management information system; (d) improving the management of the in-service training functions; and (e) devising means for changing the current attitudes to general enforcement of discipline. This section is devoted to the discussion of these policy issues.

#### 1. Enforcement of Policies and Procedures

3.03 There is at present a general confusion in ministries and departments about what constitutes correct personnel policies and procedures. There are inconsistencies among the provisions of the various acts governing the conditions of service and personnel policies in the Civil Service. Several ministries do not have up-to-date or complete copies of the "General Orders"--the basis for personnel policies and procedures. There are very few standardized, written procedures for handling personnel management activities and very little coordination and collaboration among key ministries on personnel management practices. The General Orders have been under revision for the last seven years. To give the revision a higher priority, the Government should assign this task to a special group, freed of all other responsibilities, within the Personnel Administration Division (PAD) of the MLPS<sup>8/</sup> Once the revised and updated 'General Orders' has been published, better enforcement can be assisted by a training program organized for personnel officers and line managers on the different provisions and their application, and a simple personnel management handbook covering procedures and responsibilities. The handbook should be used to orient supervisors and other responsible officers. The Principal Personnel Officer (or the equivalent staff) of each Ministry and Department should be responsible for updating the handbook.

3.04 Work Discipline: Many ministries have discipline and control problems, as well as unsatisfactory staff performance. Although more serious disciplinary problems are handled by appropriate action, the work-related discipline problems resulting in low productivity or misuse of government resources, are often ignored. Managers frequently avoid using

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<sup>8/</sup> An OSAS consultant may be available soon to assist with this task, although he is currently working on the retirement policy.

formal procedures for improving inadequate performance, including those defined in section one of the General Orders (dismissal, termination of appointment, discontinued or withheld increments, and reprimand). Reluctance to take such measures can be attributed to three factors: (i) lack of proper training in handling informal disciplinary actions; (ii) reluctance to confront the staff; or (iii) a view of government disciplinary procedures as very cumbersome and time-consuming. Priority should be given in supervisory and management training to the importance of discipline, and skills in managing discipline. The proposed Personnel Management Procedures Handbook could also include guidelines for handling disciplinary actions.

## 2. The Role and Status of the Personnel Function

3.05 In Swaziland, as in many other countries, the management of human resources rarely receives as much attention as other types of management, for instance, financial management. One reason for this is that lines of responsibility and accountability in other managerial areas are clearer than those governing human resource management. In addition, Ministries or Departments responsible for personnel policies are not noted for their strong capacity for action and initiative. Within the Swaziland Government, personnel matters are at present fragmented among three agencies—the independent Civil Service Board, the MLPS, and the Personnel Officers of various Ministries and Departments (para. 1.09). This diffusion of responsibility often leads to confusion and inconsistency and limits the formulation and implementation of well coordinated personnel policies through the Civil Service<sup>9/</sup>. This diffusion of responsibility has two dimensions: one of which relates to the centralization of the personnel function in Swaziland: Principal Secretaries and Heads of Departments would probably manage better if they had more control over their human resources. On the other hand, decentralization of the personnel function can only work if it is part of a larger effort at decentralizing management responsibility. With Swaziland's centralized system, this may create problems, for instance in ensuring performance accountability. Furthermore, even if some personnel function such as recruitment, promotion, training are decentralized, there is still need for a central agency (the Civil Service Board) to ensure uniformity in enforcement of rules.

## 3. Issues Relating to the Management of the Personnel Function

3.06 Lack of Direction: As already indicated, the structure for coordinating the personnel function exists within the Ministry of Labor and Public Service where the major divisions responsible for personnel matters

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<sup>9/</sup> M. Bentil: Strengthening of the Department of Establishment and Training Capacity Within the Government for Personnel administration and Manpower Development. A report to Swaziland Government, September 25, 1984.

are located. As currently organized and administered, the Ministry is not fully effective. The Ministry appears to lack clear directions and consistent leadership and is not able to discharge its administrative training and staff development functions as adequately as could be desired. Among the major reasons leading to this inefficiency are: (i) unclear reporting relationships between the Principal Secretary, his deputy, and divisional managers of its constituent parts; (ii) unclear functional responsibilities among the three divisions.

3.07 Skill Shortages Within the Cadre: As indicated in para. 1.09, the Government is short of personnel officers and those in post lack training in a number of crucial aspects of personnel work, human resource planning and administration, career development planning, training needs analysis, programming and administration of in-service training, and techniques of organizational analysis and development. Training in many of these areas exist in the region. For example, the Institute of Development Management (IDM) runs courses in these aspects of personnel management and could if called upon, arrange tailor made courses to meet the training needs of government personnel officers.

3.08 Management of In-Service Training: In-Service Training can be an essential component in improving performance, as long as it is closely related to the working environment. There are essentially four categories of in-service training needs in the Civil Service: (i) Individual training needs to satisfy individual development and career objectives; (ii) Technical training needs to build specific technical knowledge and skills; (iii) Professional cadre training needs, to promote the professionalization and competence of the cadre; (iv) Organizational training needs to overcome specific organizational weaknesses. Given the resource constraint of Swaziland, in-service training requires careful planning to ensure maximum benefit and cost effectiveness. Supervisors and managers carry a prime responsibility for selecting the most cost effective programs for their staff. Rational planning of in-service training requires (a) definition of performance requirements; (b) assessment of performance levels (current and anticipated); (c) identification of gaps between performance levels and requirements; and (d) assessment of training options and selection of the required program.

3.09 At present, in the Civil Service, there is no objective and systematic approach to determine general in-service training needs, and as a result in-service training is not used as an efficient development tool. Very little individual training need identification takes place. Up until recently most managers did not accept the responsibility for identifying individual training needs, and personnel and training officers do not have the skills to do so. Recently, MLPS with USAID support, has attempted to

involve Under-secretaries from major ministries in the identification of training needs. Despite this promising activity, there has been insufficient linkage between training and the future skill requirements of the Civil Service. Managers seldom use the staff annual evaluation report to identify training needs, and the existing training needs assessment carried out by SIMPA is not being used as the basis for in-service training. Managers pay more attention to showing that in-service training funds are being used than to criteria for selecting programs. As a result of the poor management of in-service training, less than one third of the officers in grade 22 and 24 have received management training of any kind.

3.10 The poor management of in-service training is a result of the absence of a framework, and criteria to guide decision making and a lack of procedures to determine individual needs and priorities. The result is a very subjective ad hoc approach to in-service training, which is inequitable and at times misses urgent priority needs. In some Ministries, in-service training needs have been identified: for example, in the Ministry of Health. The identified priority training needs are:<sup>10/</sup> (i) training supervisors in how to supervise; (ii) training administrators, particularly middle level managers, in health and hospital administration; (iii) training health workers in the concepts and technologies of primary health care; and hospital-based Nursing Sisters who supervise clinics, in the delivery of public health, family planning, and other primary care services.

3.11 Training Abroad: Training abroad is often used when local in-service training is not available for the training need identified. An often voiced complaint is that such training is not always applicable to Swaziland training needs. Recently, however, the Manpower Development and Localization Division of MLPS has started to advertize donor sponsored fellowships in the local media. Respondents are directed to the respective ministries and selection support is provided by the division. This is a good sign. Another perception is that some individuals on return expect immediate promotion and often spend too short a time in one job to develop the necessary experience to perform effectively. Staff returning from several years training abroad, may lose touch with political reality, practical knowledge about formal and informal rules and regulations. Some see the threat of a potential brain-drain as a result of giving young Swazis a higher degree from abroad.

3.12 Orientation and Induction of New Staff: The quality of orientation given to newly appointed staff is particularly important to the functioning of the civil service and the individual's perception of his/her role. The objectives of orientation program should be to: (i) reduce the

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<sup>10/</sup> A Review of Personnel Management Policies, Procedures and Practices, Ministry of Health, March/April, 1984.

stress and trauma on the individual entering the new work environment in order to speed-up the beginning of productive performance; (ii) give specific information on the immediate work environment, the job requirements, and expectations; (iii) initiate a continuing process of on-the-job counseling by the supervisor; (iv) familiarize the employee with terms and conditions of employment, and other personnel and administrative policies and procedures including career development; (v) provide the new staff member with an understanding of the Civil Service, its functions, values, and internal and external relations, (vi) facilitate social adaptation and adjustment to the job and fellow workers.

3.13 Human Resource Planning: Human resource planning in the Swaziland Civil Service is still at a rudimentary stage. There are no regular procedure for identifying long-term human resource needs in terms of skills, experience and knowledge necessary to fill positions, nor is information on existing staff in terms of educational background, occupational category, nationality, length of service, retirement dates, readily available<sup>11/</sup>. Some information exists in the personal records of each Civil Service. However, these records are neither collated nor regularly updated, and information on them are therefore, not very useful for long-term human resource planning. The overmanning of several posts in different Ministries and Departments described in the Fourth National Plan, is a direct result of this lack of updated and easily accessible personnel record. Human resource planning process is usually developed on the existing information on staff: numbers of employees, categories, costs, skills and experience of staff members. Such information on staff would normally come from two main sources: (i) the personal file for individual members of staff, and (ii) the payroll data maintained on computer file. As a convenient information source for analysis, hard copy personal files are generally of minimal practical value as each has to be accessed whenever data is needed. The information on the computer payroll file for individual officers is usually more valuable. It offers the possibility of easy access and analysis. In Swaziland, there are limitations in both types of information and also concerns as to its accuracy and comprehensiveness. Effective human resource planning in the Swaziland Civil Service requires the establishment of a comprehensive, accurate, and accessible personnel record system capable of access and analysis.

3.14 Management of Counterpart Development Through Expatriates: The Government has strong commitment to localization, although some Government officials express concern that speeding up localization can have negative

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<sup>11/</sup> The mission was not able to obtain accurate information on the size and distribution of the expatriate civil servants and or the retirement dates. One aid agency informed the mission of cases where expatriates, funded by it, had overstayed the period of contract by many years despite regular reminder. This agency refused to reimburse the Government for the salaries of such persons.

consequences. The exact number of expatriates working within the Government is not readily available, however, only 10 percent of expatriates have counterparts. In the private sector (which employs 70% of the Swazis in the formal sector), there is a predominance of expatriates in top managerial and administrative positions. An ILO study in 1977<sup>12/</sup> recommended steps to localize this sector by 1982. However, progress has been limited due to the shortage of Swazis with both the managerial and technical background needed in the private sector, and also because there is a lack of clarity of government localization objectives and practices, little commitment among smaller companies, and resistance from foreign companies to the prospect of introducing or increasing investments under localization constraints.

3.15 In the Civil Service, a number of factors contribute to the problems of preparing counterparts to take over from expatriates: (i) there is a general lack of clear objectives and plans for counterpart development; (ii) although all expatriates are expected to train counterparts as part of their contractual obligation, it is too often treated as a residual to be done informally after the "operational" tasks are completed; (iii) expatriates are often given responsibilities and functions that in practice do not allow them time for training a counterpart; (iv) training activity is not budgeted or included as formal part of the job description; (v) there are few incentives for the expatriates to do a good job in the counterpart training; and there may even be a negative incentive, for example, the desire to extend the contract; (vi) it is cumbersome and time consuming to monitor the expatriates performance as a trainer; (vii) there is a general unavailability of qualified counterparts to work with the expatriates, aggravated by high turn-over, rapid promotions and transfers; (viii) there is lack of research data to help improve the preparation of counterparts and expatriates.

3.16 The Internal Management Consulting Capability: The public sector, including the parastatals, strongly needs management consulting support to improve the quality of its management. The Management Services Division (MSD) in the MLPS is a consulting and advisory service providing assistance to management in organization and methods, staffing, and training needs identification. The pace of change within the public service has placed demands on MSD that has outstripped their current resources. To be effective, the staff of MSD should be professional in practice and standing. Currently, new entrants join at grades 16 and 18, which are in effect training posts, and the quality of the training given

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<sup>12/</sup> There were 524 expatriates in top positions at the time of this study (1977) - as quoted in the draft of the Fourth Development Plan.

to them is somewhat inadequate. There is a critical shortage of experienced Management Services Officers as indicated in the following table.

<u>Staff Situation in MSD 1986</u>			
<u>Position</u>	<u>Grade</u>	<u>Number Employed</u>	<u>Establishment Register</u>
Senior Management Services Officer	22	2	2
Management Services Officer	20	4	7
Senior Asst. Management Services Officer	18	4	4
Asst. Management Services Officer	16	5	5
TOTAL:		<u>12</u>	<u>18</u>

The six vacancies need to be filled quickly to ensure that there is technical leadership and guidance available to the junior professionals who are relatively new and inexperienced. Some of these officers, according to senior MSD staff, were sent away on O&M courses too soon in terms of working experience. The training received seems to have had limited impact because there has not been sufficient supply of qualified candidates.

#### 4. Summary of Issues

3.17 In summary, the analysis indicates deficiencies at three levels. Firstly at the organizational level, there are unclear reporting relationships, and accountabilities; secondly, at the level of personnel management systems and processes, there are outdated and inconsistently applied regulations, a lack of systematic personnel data to assist in the human resource planning process; a lack of clearly defined training needs tied to organizational priorities and problems in effectively utilizing expatriates to develop skills among their counterparts; thirdly, at the level of the cadre itself, there is a lack of personnel skills needed to perform the function effectively, and the need to develop a strange internal consulting capacity to assist senior management in the process of reform.

#### 5. Recommendations

3.18 Realignment of Functional Relationships Within MLPS: A recent report<sup>13/</sup> commissioned by the Government to review the structure and

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<sup>13/</sup> M. Bentil: Strengthening of the Department of Establishment & Training Capacity Within the Government Personnel Administration and Manpower Development. A report to the Swaziland government. September 25, 1984.

functional relationships with MLPS contains valuable suggestions for improving the functioning of the Ministry. Some of the important recommendations are:

(i) The need for clarification of the functions and reporting relationships within the Ministry. The Principal Secretary should consider delegating the day to day technical management of the Manpower Development and Localization Division (MDLD) and the Personnel Administration (PAD) to the Deputy Principal Secretary. This would free his time for concentrating on the overall administrative problems of the Ministry;

(ii) In view of the serious internal communication problems within MLPS, the Principal Secretary should seriously consider recruiting an external consultant on very short term basis (one month) to study and make recommendations on improving internal communications and reporting relationships within the Ministry.

(iii) There should be close collaboration between the Personnel Administration Division (PAD) and the other divisions of the ministry in key functions such as MSD which is responsible for establishment of control; and MDLD in areas such as development and administration of terms and conditions of service and administration of pension and retirements.

3.19 Upgrading the Quality of the Personnel Cadre: There is a need to upgrade the quality of existing personnel officers through intensive training in effective team leadership, and staff development. Preference should initially be given to officers already holding supervisory positions, in grades not lower than level 20, with acceptable minimum educational qualifications (e.g., Bachelors degree in public administration or equivalent), and proven skills as trainers. This training, which can be acquired in Swaziland or abroad, should provide a professional qualification in the following areas of specialization: (i) Public Administration (e.g. human resources planning and administration, modern techniques in personnel administration, administrative law); (ii) Training and Manpower Development (e.g. career development planning and administration, training needs analysis, programming and administration of in-service training); (iii) Management Services (e.g., modern management techniques, organization analysis and development, systems analysis and improvement). Implementation of this training may be staggered so that not more than three officers in the same grade, or two officers from the same division would be away at a time. Consideration should also be given to the organization of fortnightly, two hour on-the-job workshops led by a qualified personnel management specialist to discuss problem oriented to practical topics of current interest. These workshops should be open to all grades and cadres of personnel so as to help coordinate personnel management practices.

**3.20 Establishment of Personnel Association of Personnel Officers:** To give the personnel cadre a higher professional status and to provide an improved framework within which special training can be planned, the Government should consider promoting the establishment of an Association of Personnel officers, building on the association already in place (Swaziland Institute for Personnel and Training Management-SIPTM) to cover the public private sectors and parastatals. The Association should be managed by a Governing Board with representatives from each sector. The Governing Board should either use the current structure of the SIPTM or if felt needed, have a high level advisor with a local counterpart assigned to him/her. The advisory function, if agreed upon by all three sectors, could be identified for external assistance. Responsibilities of this advisor would include: helping to strengthen the existing association and specifying its functions, procedures and priorities; the Association should establish sub-committees for the following: (i) professionals standard committee to define entry levels into the personnel cadre, to review and upgrade the schemes of service for the personnel cadre, and to consider the establishment of a certification process; (ii) regional cooperation committee to identify common objectives, and potentially shared resources in the BLS and SADCC region; (iii) education committee to bring together the different programs of training for personnel specialists into one coordinated program at various levels of orientation, skills development, advanced, and special topics. As the program is established, an examination structure can be set up with external moderation. The Education Committee should ensure the relevance of the training to specific Swaziland-based needs; (iv) affiliation committee to develop external validation for the Association's qualification and examination. At an early stage this sub-committee should liaise with the Institute of Personnel Management of U.K. (IPM) in an attempt to obtain IPM acceptance of the Swaziland Education program.

**3.21 Improved Management of In-Service Training:** Each ministry should allocate the time of personnel staff (preferably the Under-Secretary as he/she has close ties with the Principal Secretary)<sup>14/</sup> to be responsible for coordinating and overseeing the planning and execution of in-service training activities. The central staff in MLPS (and supported possibly by some external resources) should assist each ministry in developing a comprehensive in-service training policy and implementation plan, based on its long-term development policies and human resource plans. This in-service training policy should spell out criteria for determining the relative merits of different topics; prioritize off-site and on-site training activities; and indicate the relative merits of candidates selected for in-service training. In preparing in-service training procedures, allowances should be made for organizational and work differences among departments and ministries. A comprehensive training

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<sup>14/</sup> Based on recent experience of Manpower Development and Localization Division.

policy should be developed in cooperation with departments and ministries, which would give users control of a training budget, and MLPS the responsibility for evaluating the management of the policy. Greater use should be made of existing and new in-country training resources rather than continued reliance on the less cost effective and at times less relevant overseas training.

3.22 To help line managers and personnel staff in line ministries understand their training and development roles, a "Handbook for Human Resource Development<sup>15/</sup>" should be prepared and should include methods of analyzing needs, selecting training programs, preparing training plans, and evaluating training. The preparation of such a handbook could be financed through external technical assistance. This assistance would probably be required for two years. For the handbook to be useful, it is important that the basic framework for identifying and responding to training needs be developed, understood and accepted by all ministries.

3.23 Training Abroad: To make training abroad more relevant, it is recommended that: (i) MDLD should develop criteria for selection of overseas courses. Preference should be given to courses not available locally, and the criteria for selection of such courses should be based on localization targets, unfilled vacancies, and identified skills shortages; (ii) some of the funding that is currently used for training abroad, could be used to develop local institutions; (iii) Tracer studies of recipients of external training should be carried out along the lines of the current tracer studies of participants in fellowship programs by the Commonwealth Fund for Technical Corporation and the U.S. Government Sponsored African Graduate Program. The donor sponsored fellowship tracer studies should be made available to MDLD. Such tracer studies should be used to improve the utility of training staff abroad.

3.24 Orientation of New Staff: At present, orientation of new staff varies greatly; it is being left entirely to the discretion of the manager and therefore, depends on the quality and motivation of the manager. The Government in the past had prepared a general orientation booklet for new staff covering such topics as terms and conditions of service. This booklet which is no longer available needs to be reissued. MLPS should prepare a set of orientation guidelines for managers. Line managers should provide each new staff with basic information about the ministry, its current policies, structure, relationships, programs, and any special behavior expected of its employees.

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15/ Such a handbook was recently developed in Botswana by consultants from the Academy for Educational Development, funded by USAID. See the handbook's table of content and introduction in Annex 11.

3.25 Strengthening the Human Resource Planning Function: A recent study<sup>16/</sup> by SIMPA advised that systematic human resource planning within the Civil Service require that MLPS in cooperation with all major ministries and departments, first set up a proper inventory of positions and persons holding such positions and then prepare estimates of short and long-term demand and supply for each position as a basis for identifying the training needs for each individual. The suggested framework for the human resource planning function is presented in Annex 12. Since the recommendation, a specialist has begun work within the Manpower Development and Localization Division to develop a human resource information and planning function. It is recommended that this project first review the improvements and changes needed in the management of personnel information and secondly to design and implement a governmental computerized personnel information system. The steps for implementation of these two key elements are presented in Annex 13.

3.26 Recently, The Government has taken steps towards improving its record keeping by setting up within MLPS an establishment control and personnel records unit. In addition, as a pilot project, and with USAID technical assistance, the personnel information system in the Ministry of Health was computerized and a personnel information system put in place. The Government needs to set up a committee composed of the new unit in the Personnel Administrative Division, the Management Service Division (MSD), the appropriate officials in the Ministry of Health, and the Manpower Planning Advisor in MLPS to (i) review the experiences of the Ministry with a view to extending the system to other Ministries; (ii) review the accuracy, currency, and accessibility of existing hard-copy record system and determine to what extent these records are a basis for a modified personnel information system; (iii) review the current systems and procedures for maintaining these personnel records and ensure that information maintained is accurate and updated to reflect any changes; (iv) recommend appropriate training on the systems and procedures; (v) recommend a system for monitoring the quality of the information (accuracy, up-to-date, and effectiveness of the systems) on a departmental, ministry, and governmental service basis; and (vi) based on the personnel information system developed in the Ministry of Health, develop the data-element requirements for a human resource planning system.

3.27 Management of Counterpart Development Through Expatriates: In this regard, there is need for the development and implementation of clear objectives, plans, and procedures for managers, donor agencies, and expatriates. Each ministry and department should develop annual counterpart training plans to be submitted to the Localization and Training Unit. A full-time qualified officer should be appointed to manage counterpart development. The officer's duties should include:

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<sup>16/</sup> SIMPA- Organization for training, a study of training needs identification in the Civil Service of the Kingdom of Swaziland, SIMPA, Mbabane, March 1984.

(a) roster of all expatriates and their counterparts with a training plan for each of the counterparts; (b) designing and implementing a process to evaluate the expatriate's performance (with special emphasis on the training of the counterpart); (c) tracking the development of the counterpart; (d) developing the skill specifications for expatriates, including training function as part of their terms of reference and of job description; (e) assisting in identifying qualified counterparts and participate in the selection of the counterparts for placement.

3.28 The training responsibility of the expatriate should be taken into account when work programs are put together, ensuring that the expatriate has no more than a 70-80 percent work load. The Government is currently considering a proposal to identify competent post-secondary graduates for donor sponsored fellowships (80 percent paid for by USAID and 20 percent paid for by Swaziland Government) as a way of solving the counterpart problem. However, to deal with the scarcity of qualified counterparts, and the tendency to prematurely reassign, transfer or promote the good counterparts before they have completed their training, the Government should consider creating a number of supernumerary posts for counterparts to be assigned to expatriates. These counterparts should have clear job descriptions and explicit statement on the length of time to serve in the position before reassignment.

3.29 Strengthening Management Consulting Capability: MSD is a good foundation on which the Government can build an effective management consulting capability, but this will require the following measures in addition to filling current vacancies<sup>17/</sup>: (i) Recruitment of three new Senior Management Services Officer positions which may best be filled through technical assistance. These persons should possess internationally recognized management qualifications; and should be engaged for a period of about four years. Their terms of service should include training of regular staff within the division, as well as teaching of management practices within programs administered by SIMPA or other management training institutions; (ii) organization of MSD into sections under Senior MSOs, serving groups of Ministries<sup>18/</sup>, handling the whole spectrum of management consulting functions instead of specializing in particular functions (e.g., financial management, office technology, personnel management) as at present, Annex 15 shows the suggested structure of the strengthened MSD. The Director of MSD would be responsible for coordinating of the work and allocating special assignments. In order to fill all five teams, it is recommended that one senior assistant management services position (A.M.S.O) be created and be filled by a qualified civil servant (See Annex 16 for more details).

3.30 Career Planning and Staff Development in MSD: To upgrade the skills of the staff of MSD, its training program should be carefully planned and targeted to specific levels in the hierarchy. The suggested approach is as follows:

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<sup>17/</sup> Annex 14 shows the current staffing and the recommended additions.

<sup>18/</sup> This recommendation is similar to that of Bentil. Bentil Report Op. Cit.

(i) Recruits to the Assistant Management Services Officer (AMSO) level (grade 16) should be given an appreciation of management services work through on-the-job training for the first 12 months. Three months of the second year should be spent in a short program in O & M and job evaluation. A further period on-the-job training of about nine to 12 months should equip trainees to move to the next level, i.e., senior assistant management services officer (grade 18);

(ii) Officers selected at Senior Assistant Management Services Officer (SAMSO) level should be able to handle, on their own, short assignments (like streamlining registry systems, doing activity sampling, conducting interviews effectively, and writing reports of reasonable quality) and presentation. After the first year in this grade, officers can be earmarked for relevant post-graduate program abroad of a duration of 9-12 months, selected to reflect the type of work the officer will handle on return. The program should be followed by demanding assignments requiring maturity, academic flexibility, and initiative. After three to four years at this level, with the necessary on-the-job training, officers should be mature and skilled enough to move to the next level, i.e., Management Services Officer (grade 20);

(iii) Management Services Officer (MSO) grade is the full operational level for officers in this Division. Emphasis at this level should be given to assessing productivity, initiative, and quality of work produced. The training program should be geared towards specialization such as--post graduate training leading to the award of a Masters Degree in selected areas--aimed at developing technical and research skills. Officers should also attend short specialized courses on developments on management consultancy. Officers who have been at this level for five years, could be promoted to the Senior Management Services Officer level, or because these posts are limited, other managerial positions in the Civil Service, where they can provide invaluable skills and perspectives;

(iv) Senior Management Service Officers (SMSO) Senior Management Services Officers should act as Section Managers in the recommended structure, responsible for identifying areas for improvement and increased efficiency in the Civil Service. Their training should include medium term (6-12 months) attachments to outside high caliber management consultant organizations. It would be especially desirable to locate sponsor organizations which are involved in development work or public administration. The financing of such attachments could be arranged through technical assistance agreements, or through donor assisted manpower/human resources development programs currently in place. A consolidated list of suggested career planning steps and staff development plans for MSD is given in Annex 16.

#### IV. TRAINING INSTITUTIONS

##### Introduction

4.01 Public administration and management training in Swaziland has been a post independence development. The emphasis in the early years was on the entry level induction programs designed to complement gaps in education and to prepare new recruits for civil service jobs. Progressively, in-service training programs were organized for mid-career officers on different aspects of the job but these programs were as indicated spasmodic and ad hoc and had insufficient bearing on career development in the Civil Service. No program existed for senior managers of department heads and principal secretaries rank because organizers of training programs were concentrating on the needs of the lower and mid-level civil servants. Since the 1970s, there have been several sector specific institutions established with external assistance devoted mainly to the production of sector technicians and to sector specific management issues. However, only four such institutions specifically concentrate on administrative, managerial and financial related training. Although adequate capacity for financial and management training exists in Swaziland, the quality of training offered is inadequate in most institutions especially in those offering training in management and accountancy. This chapter analyzes some of the key factors affecting the quality of management training and identifies improvements needed.

##### 1. Education for Management at the University of Swaziland

4.02 The University of Swaziland (UNISWA) offers a few programs that are relevant to managerial education, although two are at a basic orientation level. The following programs are run by the Department of Accounting and Commerce in the Faculty of Social Science:

(a) The B. Com Degree prepares students for entry in the accountancy profession. This is a four year program with a comprehensive syllabus that includes both accounting and financial management subjects, as well as courses in economics, commercial law, quantitative methods, and statistics (See Annex 17 for the full syllabi). The Department of Accounting and Commerce has recommended that for the 1985/86 academic year, a two-stream approach to the B. Com be introduced from years III, for students who wish to specialize in Accounting, and for those who wish to specialize on Business Administration. There is also a proposal to include an introduction to auditing in the second year, and an extra course in data processing, following recommendations from the Center for Accounting Studies in Lesotho (who act as UNISWA's external examiners), and local professional firms.

(b) The Certificate in Business Studies is a two year part-time program offering very basic education for school leavers entering commercial life.

(c) The Diploma in Accounting and Business Studies is an introductory program in accountancy procedures focussing mainly on the basic principles of bookkeeping, to prepare students for further studies in accounting. This program is offered on both a part-time and full-time basis.

At present the university does not offer other specific programs in management education although there are future plans to introduce a post-graduate program.

4.03 Revenue and Expenditures: The university has two major sources of revenue: government subvention and fees. In addition, the university derives income from staff rents and water charges, and sale of produce from university farm. Funds are also received from donors, generally in the form of gifts of equipment, books, provision of staff and financing of fellowships. Operational revenue is also derived from charges for hostels and refectory since these are "self financing" entities. Government subvention to the university accounts for about 18 percent of the total Ministry of Education-recurrent budget. This is about the norm for East African countries. Government Expenditure on the university is of two types: (a) Direct subvention, which in FY 1984/85 accounted for 61.2 percent of the total revenue of the university (Annex 18). This direct subvention is projected to increase proportionally to 66 percent of university's total revenue by 1986/87; (b) Grants to students to cover the cost of tuition, boarding, food and textbooks and pocket money. Most students at the university are either on government scholarship or are sponsored by firms. Tuition fees are E 800 for enrollees in the arts departments and E 850 for these in the sciences. In addition to tuition fees, students in education and agriculture contribute an additional E 250 towards the costs of teaching practice and agricultural extension respectively. Included in other fees, are tuition fees of extramural students and examination fees. In 1984/85, fees accounted for 13.9 percent of total revenue. Revenues from hostels and refectory amounted to E 1.1 million or 18.4 percent of the total revenue. However, although hostels and refectory are expected to be self-financing, in 1984/85, they operated at a loss of about E 131,400 or E 145 per student. The deficit for 1985/86 in the refectories is estimated at E 250,000. The university hopes to reduce this deficit in FY 1986/87.

4.04 Recurrent Expenditure: Faculty of Social Science: Recurrent expenditure of the Faculty of Social Science accounted for 10 percent of the total university expenditure in 1984/85. (Annex 19 gives a breakdown of the recurrent expenditure per student for the Faculty of Social Science and for the Department of Accounting and Business Studies). Excluding the common services, academic salaries account for about 77 percent of the total recurrent cost. However, these costs should only be regarded as indicative since, costs of elective courses taken in other departments have

not been taken into consideration. Unit cost at the Department of Accounting and Business studies amount to about US\$2,056 per annum compared with about US\$2,370 average for the Faculty of social science and about US\$3,300 average for the university because of lower staff costs (teachers in the department have generally lower qualification than the average for the university and faculty) and lower overhead costs (no labs). On the whole therefore, the cost of training for a holder of diploma in accounting is about US\$4,736 compared with twice that amount for a B com graduate who graduated in the normal time period of four years (Annex 18). The costs per student in the Faculty of Social Science represent of only 26.7 percent of the average university outlay on each student; this compares with 34 percent for the university of Malawi, and a similar proportion for National University of Lesotho. For the Department of Business Studies, outlay per student is only 16.4 percent above the average university spending per student because of the higher student:staff ratio of the Department.

4.05 Financial Recommendations: After direct teaching cost, the university administration takes up about 24.7 percent (21.4 percent-faculty of Social Science) of the outlay per student in the Department of Accounting and Business Studies. This compares to 13 percent in the National University of Lesotho and 8.5 percent for this category of expenditure in a typical university in a developed country, e.g. the University of Sussex. Although administrative costs as a proportion of total costs are usually high for small universities, nonetheless, a situation in which administration appropriates over 20 percent of the recurrent budget should not be lightly accepted, and ways should be found to reduce it even when economies of scale are low. It is recommended that a more comprehensive analysis of university expenditure be undertaken to find ways of controlling unit costs.

4.06 Other Observations and Recommendations: The university makes an important contribution to basic managerial and accountancy education through its B. Com program. Like some other African universities, it suffers from low level qualification of its intakes, for example, the majority are admitted with O level certificates rather than the higher A level, which is the preferred admission level. Consequently, the quality of UNISWA's graduates reflects the quality of the students they have to educate. In addition, the involvement of the university in very basic education (diploma and certificate courses) diverts resources (human and financial) from university level programs' development. As part of the process of rationalizing the training and education programs in Swaziland (see 3.11 above), the role of the university should be carefully examined. The university's proposals for the B. Com would contribute significantly in this regard to increasing the pool of prospective managers. However, it is important that a close collaboration with the Institute of Development Management be maintained and if necessary a combined program of management training, should be considered. Such joint venture may, in time, form the nucleus of a future Business school using practical Swazi case studies and

problem analysis. Post-graduate management programs, although clearly needed, should be tackled only when a critical mass of expert resources have been mobilized. Despite the sensitive history of relationships among the universities in Swaziland, Lesotho, and Botswana, it is strongly suggested that the three universities continue their current informal contact, and search for ways of pooling resources. The Government should also be continually vigilant in assessing the quality of UNISWA's staff and the appropriateness and practicality of the training programs offered by the university. Staff retention is a problem and the Government needs to explore various reward mechanisms to attract and retain the right calibre of staff. Finally, the University has a clear need to expand its teaching aids and facilities (for example in the area of computing equipment) and this may well be an important area to consider for a donor aided project.

## 2. Swaziland Institute of Management and Public Administration (SIMPA).

4.07 (1) Origins and Purpose: Swaziland Institute of Management and Public Administration (SIMPA) had its origins as the Staff Training Institute, established in 1965 to provide pre-service training for new recruits into the Civil Service, and in-service training for current civil service employees. In 1976, its role was broadened to provide management training as part of a move to improve the calibre of management in the Civil Service. SIMPA is now the primary government management training institution with responsibility to provide training to civil servants in all clerical, administrative, and managerial levels. Its current objectives are: (a) to use training to reduce the critical managerial manpower constraints on the capabilities of the Civil Service; (b) to develop the capability of the public sector institutions to meet their developmental objectives; (c) to enhance performance standards in the public sector; (d) to assist the Government to meet its manpower commitment to the Southern African Development Coordinating Conference; and (e) to develop a foundation for research into the operations of public sector institutions in Swaziland.

4.08 Training Programs and Activities: SIMPA's listed programs fall into the following broad categories:

- (a) Orientation and Refresher Courses, including an induction course for diploma and degree graduate entrants, an accountancy induction course, and an introduction to industrial relations in Swaziland;
- (b) Seminars and Workshops, including general management, financial management and budgeting, planning and management of projects, supervisory skills etc.;

- (c) Department Specific Courses, including postal sorting office course, and advanced postal course for the postal services;
- (d) Miscellaneous Programs, such as word processing theory and practice, and understanding computers; and
- (e) Programs Jointly Organized with Other Training Institutions, They are few in practice.

4.09 Annex 20 presents a summary of the programs offered in the 1985 prospectus. In all, sixteen programs are offered for 1985, ranging in length from two weeks (e.g. "Intermediate Industrial Relations") to six months (accountancy induction course). The program also covers a wide range of Civil Service employees, from temporary sorters (grade 6) up to managers grades 20 and above. A study of the 1983 and 1984 programs (Annex 21) shows that some of the programs are core courses repeated each year, while others are based on analyzed needs, and are departmental specific programs (such as Management Seminar for Police Officers) or courses on special interest topics (such as Workshop on Small-Scale Enterprise Promotion, Development and Effective Management in Swaziland). The 1985 programs emphasized specifically training in accountancy on financial management. Although SIMPA offers certificates and diplomas for participants who successfully complete programs, none of SIMPA's courses are currently externally validated with the exception of the Accountancy Induction Course and the Word Processing Theory and Practice Program which prepare students for relevant Pitman's (UK) examinations. Currently, it is estimated that the faculty devoted 80 percent of their time to direct training activities, and 20 percent to research, report-writing, and other supportive functions.

4.10 Enrollment: Excluding the six month accountancy induction course which was offered to similar numbers of students in 1983 and 1984, there were 361 participants trained in 1983 involving 4,325 participant days. In 1984, 297 participants were trained (many on very short programs), involving 2,309 participant days; SIMPA's 1984 training activities therefore, represent a 47 percent reduction compared to 1983.

4.11 Staffing: SIMPA has an established position of six senior lecturers and five staff and assistant staff training officers but the Institute has had difficulty attracting qualified. SIMPA currently has six full-time lecturing staff (including the Principal), two with PhD's, one with a masters degree, and three with Bachelors degrees. The institution also utilizes the services of seven visiting lecturers from branches of the Civil Service, especially the Ministry of Labor and Public Service. The six current staff are specialized as follows: four in management subjects, one in bookkeeping, one in computer systems. The postal course is run by outside specialists. At the last count, there were six vacancies among the training staff at SIMPA, as shown by the approved establishment against positions filled:

**Establishment and Position Filled**

<u>Position</u>	<u>Grade</u>	<u>Establishment Number</u>	<u>Positions Filled</u>
Principal	22	1	1
Senior staff Training Officer	20	6	2*
Staff Training Officer	18	3	--
Assistant Staff Training Officer	16	2	2
Advisor (CFTC)			1

\* The two senior training officers are expatriates on local contracts.

4.12 **Revenue and Expenditures:** SIMPA is administered and funded out of the Ministry of Labor and Public Service and administered as part of the Manpower Development Division. Nearly all participants are from the civil service and they pay no fees; thus, the Institute relies solely on the Government appropriation it receives for support. The Institute received funding for classroom construction from the Third Education IDA Credit for Swaziland. In addition, SIMPA has received donor support from CFTC which includes the secondment of an advisor from the United Kingdom whose primary role is to develop the accountancy program. Staff salaries are set within the civil service grades, with the principal graded at grade 22 within the annual salary range of E 10,656 to E 13,560 (US\$5,328 to US\$6,780 equivalent) and senior lecturers at grade 20 within the range of E 8,952 to E 11,256 (US\$4,476 to US\$5,628 equivalent). As a result of the low salary level, the Institute had been unable to fill all its teaching vacancies. In 1984/85, it had an annual budget of E 390,000, 9.7 percent of the Ministry's budget (45 percent of the division). However, actual expenditure was only 86.5 percent of the budget because of the unfilled staff positions. Its 1985/86 budget is about E 390,000. Annex 22 presents the actual expenditure for SIMPA for the FY1984/85 and the estimated expenditure for FY85/86.

4.13 Academic staff salaries accounted for 14 percent of the recurrent cost in 1984/85. This is expected to increase to 26 percent of the budget in 1984/85. This increase assumes 100 percent fill ratio for existing staff positions, which is very unlikely. The most expensive item in the budget is consumables that is, food for student boarders. Unit cost per annum of consumables is about US\$6,345 or six times the per capita of Swaziland. Calculated on participant day, unit cost is about US\$243 per day. The Government needs to establish tighter financial control over this item. The cost per student participant in FY1984/85 is about E 992 or US\$496. Since on the average, each program enrolls about 26 participants

and there are programs for 23 weeks in the year, the annual cost per participant is E 12,968 or US\$6,484, which is twice the equivalent cost of training a university student<sup>19/</sup>. Admittedly, short courses are usually more expensive to run than longer courses; nonetheless, there is no doubt that SIMPA is underutilized, and at current utilization rate, very expensive. The Government is considering changes in the salary structure of SIMPA but for SIMPA to be cost effective, the Government needs to re-evaluate the whole program and determine whether some courses could not be better handled as day courses rather than residential courses.

4.14 Analysis of SIMPA's Current Position: While SIMPA has clearly made a valuable contribution to developing training programs for different levels in the Civil Service, it has reached a position now where its further development is hampered by a variety of problems:

(a) Quality of the Training Programs: A number of recent reports, and discussions with government and parastatal managers confirms the view that the quality of SIMPA's programs remains modest. The Swaziland Government's intention to develop SIMPA as a national training institution catering to managers across all sectors of the economy is to be commended. However, since SIMPA has difficulty fulfilling its current role, the new role (described in para. 4.23) will be beyond its capacity.

(b) Capacity of Teaching Staff: The quality of SIMPA's program is a reflection of the capacity of its staff. SIMPA is currently under-resourced (a 50 percent vacancy rate on its faculty), and will find it difficult to develop and expand its training, without further resourcing.

(c) Salary and Grading Structure: As part of the Ministry of Labor and Public Service, SIMPA's faculty are remunerated according to Civil Service Scales, and as currently graded, the salary levels are too low to attract and retain the right calibre of teaching staff, especially Swazi nationals, given the more attractive incentives offered by the private sector and the parastatals;

(d) Outreach: Because of their historic focus on training for the Government, most of SIMPA's programs are strongly oriented to Civil Service conditions. Although SIMPA has some private sector participants, its programs are of limited appeal to private sector managers. Private sector should be an important market which could be exploited for income by SIMPA.

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<sup>19/</sup> It is acknowledged, however, that a number of individuals outside of SIMPA programs use SIMPA facilities and add to their costs. So the actual per capita cost of training at SIMPA may be substantially lower in practice.

(e) Lack of Autonomy: As part of the Ministry of Labor and Public Service, SIMPA is currently constrained by delays in decision making, and in its ability to take independent action to capitalize on opportunities;

(f) Accommodation and Facilities: While SIMPA's accommodation and facilities are fair for an institution with modest aspirations, they clearly hamper SIMPA's ability to expand further, or to raise the standard of its participants. Presently, residential participants are accommodated in twelve double rooms. These rooms are inadequate for seminar purposes in that the classrooms are small. Courses are limited to a maximum of 25 participants, and only one senior level program can be run at any time. Neither does SIMPA currently have facilities for conferences. The catering and recreation facilities need upgrading if SIMPA is to appeal to more senior managers. Teaching support tools remain quite rudimentary, and there is a need to develop a proper library computer facilities, and teaching aids, as well as to improve its printing and materials production facilities.

4.15 Problems Related to Analysis of Training Needs: Another problem which has confused SIMPA's capacity to plan and deliver programs, has been the inadequate identification of participants within the Civil Service to attend programs. Despite the fact that each SIMPA program stipulates entry standards, the lack of systematic identification of training needs results in some inappropriate attendance of certain courses--generally by participants without job experience or sufficient knowledge to benefit from the program. This may suggest that many senior managers have poor opinion of the quality of SIMPA training, and therefore, are not eager to attend courses run by SIMPA, especially when there are other attractive external courses available. To improve the quality of needs assessment, SIMPA has carried out an extensive study of training needs in the Civil Service, publishing their findings in March 1984. The perceptions among government officials is that the needs analysis remains somewhat of a theoretical and unaddressed statement of intent. SIMPA has recently been carrying out an assessment of private sector training in cooperation with the University of Swaziland (Division of Ex-mural Services), the Swaziland Institute of Personnel and Training Managers, and the Federation of Employers, and needs assessments in a number of other specialized sectors.

4.16 Considerations of SIMPA's Future: More recently SIMPA prepared a position paper<sup>20/</sup> describing its current problems and setting out proposals for its future development. The key problems identified in this paper are:

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20/ Developing SIMPA's Capabilities: Suggested areas for assistance (March 1985).

- (a) that the teaching staff situation at SIMPA is "woefully inadequate" with almost total reliance on the two expatriate trainers;
- (b) that SIMPA's salary conditions obstruct recruiting and retaining the right calibre staff;
- (c) that SIMPA's facilities (residential, teaching, and recreational) are inadequate;
- (d) that the various institutions in Swaziland involved in management training are producing some duplication in programs; and
- (e) that SIMPA will need to be significantly strengthened in its training, research, and consultancy capabilities if it is to support the Government in its responsibility for coordinating manpower development activities for SADCC.

The major suggested areas for assistance described in the paper include:

- (a) the need to upgrade the faculty through recruitment and development;
- (b) the need to produce more materials more relevant to Swazi managerial requirements; and
- (c) the improvement of physical and teaching facilities.

4.17 Another major study carried out by an external consultant<sup>21/</sup> and reviewed by a group within the Ministry of Labor and Public Service recommended that:

- (a) responsibility for SIMPA be transferred from the Manpower Development Division in the Ministry of Labor and Public Service, to a Governing Board chaired by the Principal Secretary, Labor and Public Service, and including members from the Government, private sector, and other educational and professional bodies. In this scheme, the Principal of SIMPA would report jointly to the Chairman of the Governing Board and to the Secretary of the Board;

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<sup>21/</sup> Bentil Report Op. Cit

- (b) a "Rehabilitation Team" be formed to help develop SIMPA's internal training capacities. The team would include a Director (who would be understudied by the Principal) and four other staff. The consultant recommended that the Director be an expatriate but the review group decided the person should be a Swazi;
- (c) the grade structure for SIMPA's teaching staff be enhanced.
- (d) no more trainers should be recruited directly from university without prior experience.

A Cabinet Paper proposing semi autonomous status for SIMPA with its own Governing Board is under consideration.

4.18 SIMPA's Current Activities: More recently (January 1986), SIMPA produced a Plan for "Improvement and Extension of SIMPA's Training Infrastructure to Create a Regional Impact," in which SIMPA proposes to become the locus of management skills development in the public sector in Swaziland; cooperate with other SADDG institutions; develop training based on practical problems; widen its research materials; develop accountancy training for all sectors; help develop professional and academic qualifications; offer consulting services to public and private sector organizations; and contribute to regional training. SIMPA has planned an ambitious program of accountancy training for the AAT examinations (due to commence in September 1986). Recently, SIMPA co-trained SADDG region course with ESAMI in "Public Financial Management." In the area of needs assessment, SIMPA studied the training needs in Swaziland Broadcasting Services, and is currently cooperating with the Federation of Swaziland Employers in a needs assessment of large-scale industries. Future activities include research into the skills needed to underpin rural development and the addition from time to time of programs in areas such as systems analysis, corporate planning, social sector management, and training of extension workers.

4.19 SIMPA and IDM: SIMPA and the Swaziland branch of the Institute of Development Management (IDM) have their premises in the same location. However the relationship between the two institutions is far from satisfactory. There is inadequate effort to identify the roles each institution should play and to deal with the overlap in programs. The Government's wish to see SIMPA emerge as the primary national management training institution in the country would require some alterations in IDM's role; hence a suggestion in some government quarters that the IDM branch in Swaziland be either absorbed into SIMPA or be restructured to offer its programs through the auspices of SIMPA. IDM is discussed in detail in Volume I of this report.

4.20 Recommendations: The Government's aim to develop SIMPA into the premier National Management Training Institution in Swaziland, should be regarded as a medium-term goal. The next five years should be seen as a transitional period during which SIMPA can be given a firm base in terms of its mandate, and can build up the quality of its teaching faculty, and its appeal to its training market. Such development can happen only gradually, involving periods of experimentation, learning from experience, and institutionalizing successful practices. The greatest danger at this stage would be to allow enthusiasm or ambition over SIMPA's future contribution, to launch SIMPA prematurely into a role which it may be incapable of sustaining. SIMPA cannot emerge rapidly as an institution offering credible training to the highest level of managers. Neither would it be able, in the short term, to play a significant SADCC role. Instead, the objectives for SIMPA over the next few years should be modest, to give time to test the success of the proposed grading and salary structure in attracting and retaining high calibre staff, to recruit and orient new staff, to upgrade the skills of current staff, and to develop new markets and test new products. For these reasons, it is recommended that IDM continue to operate in Swaziland, and in fact expand its role, as described in Volume I of this report. While IDM should focus on training for the most senior management, SIMPA should initially concentrate on improving the quality of programs for junior and mid-level management and mainly on public sector training. This should not however, be a static position. As SIMPA's successes are demonstrated, it should widen its scope. For this to be possible, it is imperative that SIMPA and IDM improve their communications and establish a collaborative program:

- (a) to reduce the overlap in programs being run separately;
- (b) to embark on the design of some joint courses where the number of participants suggests combining resources; and
- (c) to make IDM assistance available to SIMPA in SIMPA's program of institutional development.

4.21 It may be necessary in the long-term for the branch of IDM in Swaziland to change its status<sup>22/</sup>, but such a move should be considered only when it is clear that SIMPA has evolved to the stage where it can stand alone as the national management training institute. It is also unlikely the recommended collaboration between SIMPA and IDM would take place without action from the Government, and for this purpose, the initiative for collaboration should come from the Principal Secretary Labor and Public Service (who will be the future chairman of SIMPA's Governing Board)<sup>23/</sup>, using the MSD as facilitators.

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<sup>22/</sup> Recommendations regarding the development of IDM are given in detail in Chapter V of Volume I of this report.

<sup>23/</sup> See Annex 23 for the constitution of SIMPA's Governing Board.

4.22 Developing SIMPA's Institutional Capacities: It remains to be seen whether the recommended regrading of its Faculty is appropriate, and whether this action will enable SIMPA to attract and retain the needed quality staff. It may be advisable to establish a trial period for the Board to monitor the impact of these changes before making them firm. Perhaps a separate supplement on top of the graded salary may be a more flexible approach. Although the Government may prefer the Director of the Program to be a Swazi candidate, the selected person should have the requisite experience in developing educational institutions. If a Swazi candidate with the required experience cannot be located, the Government should consider a suitable qualified expatriate and ensure that he/she is strongly supported by a team of Swazi trainers to ensure national perspectives. It would be desirable for SIMPA to seek IDM assistance in the training of its staff and in its course design and preparation of instructional materials. The staff of MSD should play a special role in assisting SIMPA to understand the managerial problems within the government so that SIMPA's programs could be given practical orientation. In this regard, a more formal ongoing relationship in terms of the analysis of individual training needs and the tailoring of programs to meet these needs should be developed with MSD. It is recommended that Government take immediate measures to locate four or more competent trainers through technical assistance to support the development of SIMPA. Favorable consideration should be given to exchange schemes for staff lecturers with other appropriate SADCC training institutions<sup>24/</sup>. SIMPA should also establish a program of course evaluation, going beyond participant appraisal of courses at the end of the program, to examine the benefits and impact of the training in the participant's work-place. This information should be used to improve current courses and to feed into the design of new ones. Finally, SIMPA should be given expanded physical facilities to meet their emerging needs. These facilities should include additional classrooms, administrative accommodation, training and printing equipment, and student accommodation. SIMPA's "Blueprint for Progress"<sup>25/</sup> estimates the overall cost of expanding its physical infrastructure at about E 1.6 million. Given SIMPA's relatively modest current facilities, some up-grading, maybe over a phased period, is an important aspect of SIMPA's future development, and should form the basis for donor assistance<sup>26/</sup>.

4.23 Expanding SIMPA's Market: SIMPA's emergence as a national management training institution depends to some degree on its ability over the longer term to attract private sector participants. Currently only

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<sup>24/</sup> There have been discussions of such a plan involving ESAMI.

<sup>25/</sup> SIMPA's "Blueprint for Progress" recommends an addition of seven specialist trainers in the areas of accountancy and finance; personnel administration; public administration; quantitative techniques and management information systems; computer science; and development administration.

<sup>26/</sup> SIMPA may have obtain a technical assistance package from ODA.

about 10 percent of SIMPA's participants come from the private sector, and there is a general feeling that SIMPA's programs are too public-sector oriented and too long to appeal strongly to the private sector. To compete with other training programs available to the private sector, the quality of SIMPA's program need upgrading. There exists within the private sector support for SIMPA's development and a willingness to participate in its programs if suitable programs are offered. SIMPA needs to experiment with different program designs, preferably short modular programs more suitable to busy managers. More specifically, to chart SIMPA's course over the coming years, and to ensure that it caters to its potential markets, a Working Conference should be called to prepare background papers to help the Board of Governors clarify SIMPA's product development program. This conference, chaired by the Principal Secretary, Labour and Public Service, should include representatives from appropriate government ministries, IDM, the University, Management Training Advisory Council (MANTRAC), appropriate donor agencies, as well as SIMPA staff. The Institutional Development Team should also collaborate with MANTRAC to develop a directory of managers in the private sector for possible part-time consultancy to help build up the understanding within SIMPA of private sector needs.

### 3. Swaziland College of Technology (SCOT)

4.24 SCOT is essentially a technical training institute but is included here because it offers training to accountancy technicians. SCOT enrolls about 500 students although it has a capacity for 600. Half of the students are government sponsored, about 1/6 are sponsored by industry or other agencies, and the rest are self financed. The development of SCOT was primarily financed out of the Second IDA Education Project. It has a faculty of 53 and three technical assistance experts (two Canadians (CIDA), one for Commonwealth Fund for Technical Cooperation (CFTC), the mix of expatriate to locals overall is 11:45. It offers training in bookkeeping at Pitman level. Attempts to introduce account technician course have been unsuccessful<sup>27/</sup>. It enrolls about 20 students in its 18 months bookkeeping course. It is estimated that this number would double by the next enrollment period. It has no budget as such but has a line item in the Ministry of Education budget. The overall impression of SCOT is that of a fairly sound technician trade/craft school, with no current plan to extend to professional management or managerial training. It does have some—perhaps modest—facilities that might be used for seminars or short courses by, say, visiting lecturers.

### 4. Other Management Training Organizations

4.25 In addition to the university, SIMPA, IDM, and SCOT, there are a number of other organizations concerned with management training and

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<sup>27/</sup> Most students sitting the AAT level examination were unsuccessful.

education. The most important of these is Mananga Agricultural Management Center which is a CDC owned institution, used only irregularly by Swazi participants. Mananga produces management training of high calibre within the agricultural sector for participants from the British Commonwealth countries. The existence of other institutions and associations indicates to some extent unmet needs in various sectors of the Swazi management population. Brief details on Mananga and these other organizations is given in Annex 24.

## V. ACCOUNTANCY TRAINING IN SWAZILAND

### 1. Initial Study

5.01 In 1982, the six major accountancy firms in Swaziland<sup>28/</sup> commissioned an "Investigation into the Education and Training of Professional Accountants in Swaziland" to review the current status of accountancy training and qualifications, and to propose measures to improve the professional training of accountants in Swaziland. The report written by two experienced academics<sup>29/</sup> determined that most accountants were being prepared by the UNISWA, where the scope and quality of training is limited. The report emphasized the need for a national institute to oversee the quality and relevance of professional accountancy training, and a structured program for producing accountants at different levels. The report made some detailed recommendations on the organization of the institute and the structure of the training.

### 2. Status of Current Initiatives

5.02 Since the report was written, some modest headway has been made although many of the recommendations have not yet been addressed. An Accountancy Act has been passed by the Swaziland Government, and an Institute of Accountancy established. Although the work of the Institute has been carried out mainly through the part-time effort of one or two members of the local accountancy profession, the Management Council has been established. The Council is made up of three members from leading accountancy firms, the Auditor General appointed by the Minister of Finance who is responsible for the implementation of the Act, the Chief Accountant for NIDCS (a key parastatal), and the General Manager of the National Housing Corporation. Sub-committees have also been established to cover issues related to Education, Ethics, Bye-Laws, Review of Present Qualifications for Recognition Purposes, and Taxation. Members associated with the Institute have kept close touch with the experience of the Center for Accounting Studies (CAS) in Lesotho and a delegation recently returned from a study trip to Maseru.

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<sup>28/</sup> Akintola Williams & Co. (Touche Ross); Alex Aitken & Carter (Kleinveld Main Goerdeles); Arthur Young & Co.; Coopers & Lybrand; Fisher Hoffman Stride & Co. (Spicer and Oppenheim); and Peat Marwick Mitchell & Co.

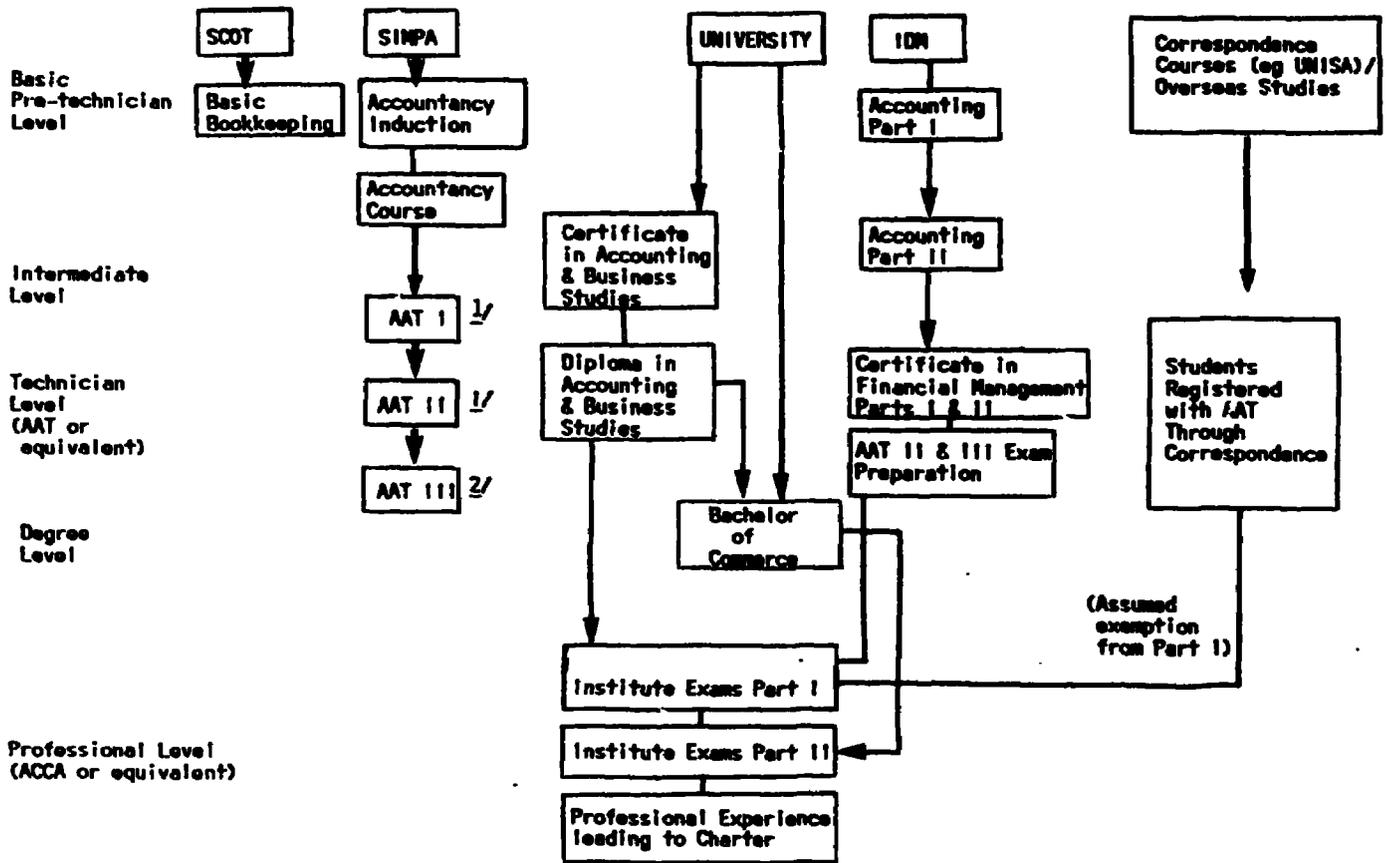
<sup>29/</sup> F.S. Bardo, Dean of Faculty of Commerce, University of Zimbabwe; and G.K. Everingham, Onetime Associate Professor of Accounting, University of Cape Town.

3. Current Training Situation

5.03 At present, the state of accountancy training in Swaziland is somewhat uncoordinated and confused. Chart 3 summarizes the current training in Accountancy in Swaziland (full details are shown in Annex 25).

Chart 3

Current Structure of Accountancy Training in Swaziland



1/ Proposed for September 1986  
 2/ Proposed for September 1987

Although it is not entirely clear how these current training activities relate to one another (some of the relationships shown may be desired than actual), it seems clear from the chart that there is considerable overlap and possible redundancy in the training programs offered in accounting.

#### 4. Current Numbers and Projected Needs for Accounting Skills

5.04 As at the time of the study referred to in 5.01 above, there were 81 Accounting and Audit Staff in Swaziland, of whom 42 were Swazi and 39 expatriates. However of these, only one or two were fully qualified Swazis, and about 13 were qualified expatriates. The study estimated that by 1993, there would be a need for 215 Accounting and Audit Staff, of whom about 62 would need to be full Chartered Accountants. In addition, there may be a need for as many as 400 at the technical level, and 1800 at the bookkeeping/pre-technician level. The requirements of the Civil Service for chartered accountants is estimated at about 10, with a further 25 at the registered accountants, and a much larger number at the technician and pre-technician levels.

#### 5. Plans for the Development of the Accountancy Profession

5.05 With the passing of the Accountancy Act, it is envisaged that the Institute would implement the standards and set the structure for the profession, acting as an independent body but with close government involvement (Board members nominated by the Minister of Finance). The Director of the Institute would be responsible for organizing the training arm. The structure of the qualifications and the type of programs are currently being mapped out by the Education Sub-committee which includes members from existing training institutions and the University. The plan is to create a structure, which allows for three levels of training - pre-technician, technician, and professional levels - the latter being divided into two levels-- Registered and Chartered Accountant. The intention is to consolidate existing training programs and where possible centralize them in one institution. Training at the professional level is envisaged as best organized through a combination of part-time and block release programs rather than through full time training program.

#### 6. Summary of Issues

5.06 The following issues need to be resolved as soon as possible:

- (a) Existing training programs need to be better structured and training efforts need to be rationalized;
- (b) Although the B.Com program should continue to provide most of the graduate entrants into the profession, the program content needs revision so that it could dovetail effectively into the professional examination structure, especially if

the graduates were to be exempted from Part One of the proposed professional examination;

- (c) Decisions relating to timing, location, staffing and type of facilities for the teaching arm of the Institute of Accountancy need to be made immediately. The period since the passing of the Act has been characterized by some delay in reaching a firm position within the form the basis for action.
- (d) Decision regarding the accreditation and affiliation of the technician and professional level examinations is also needed.

## 7. Recommendations

5.07 Establishment of Centre for Accountancy Studies: An important step towards establishing the training arm for the Institute would be to appoint a Technical Director and to recruit four experienced and qualified accountancy trainers<sup>30/</sup> who would form the nucleus of teaching staff of the proposed Center for Accountancy Studies. The proposed Center should be closely associated with a prestigious international accountancy firm operating locally (as was the case in Lesotho), to ensure that the training given has practical content related to Swazi needs, and to help regulate the process of providing the practical experience needed for full Chartered status. There has been some debate in the Government and among the profession as to whether the Center for Accountancy Studies should be an autonomous and independent body reporting to the Institute of Accountants, or a Faculty of SIMPA with an advisory board. In addition to the fact that SIMPA is not currently staffed to deal with a full-scale professional accountancy program, SIMPA will need to apply its resources and energy to upgrading its current training and developing its AAT level programs, and cannot, therefore, afford to be diverted additionally into professional level accountancy training. There are also some other disadvantages of the Center being a part of SIMPA: Some of these are: (a) SIMPA caters mainly to the public sector, and the Center for Accountancy Studies will need to have a strong commercial focus to appeal to the profession, while offering public sector options; (b) the Center would have to report directly through its technical director to the Institute of Accountancy, and being part of SIMPA may present confusion in terms of policy, management, and reporting relationships; (c) the Center should establish standards and exemptions for sub-professional qualifications, and is likely to do this most effectively as an independent agency. Therefore, on balance, it is recommended that the Center for Accountancy Studies be established as an autonomous body drawing from all sectors, and that the Center collaborate closely with

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<sup>30/</sup> Based on the current estimates for the number of students who will require training.

SIMPA, UNISWA and SCOT. To facilitate this movement forward, it is recommended that the Institute through its education sub-committee finalize proposals for the establishment of its training arm, and present these proposals to the Government for donor funding. Ideally, this action should be taken by August 1986.

5.08 The responsibility of the Center for Accountancy Studies (CAS) should be to:

- (a) establish a logical training structure for the different levels of proficiency;
- (b) rationalize existing training programs to meet the needs at the different levels;
- (c) develop curricula of all programs and produce materials based on the standards established by the Institute;
- (d) provide the specific training needed at the professional level, including overseeing the arrangements made to provide the practical experience necessary to qualify for the Chartered Level.

These would be the early tasks to be carried out by the technical director.

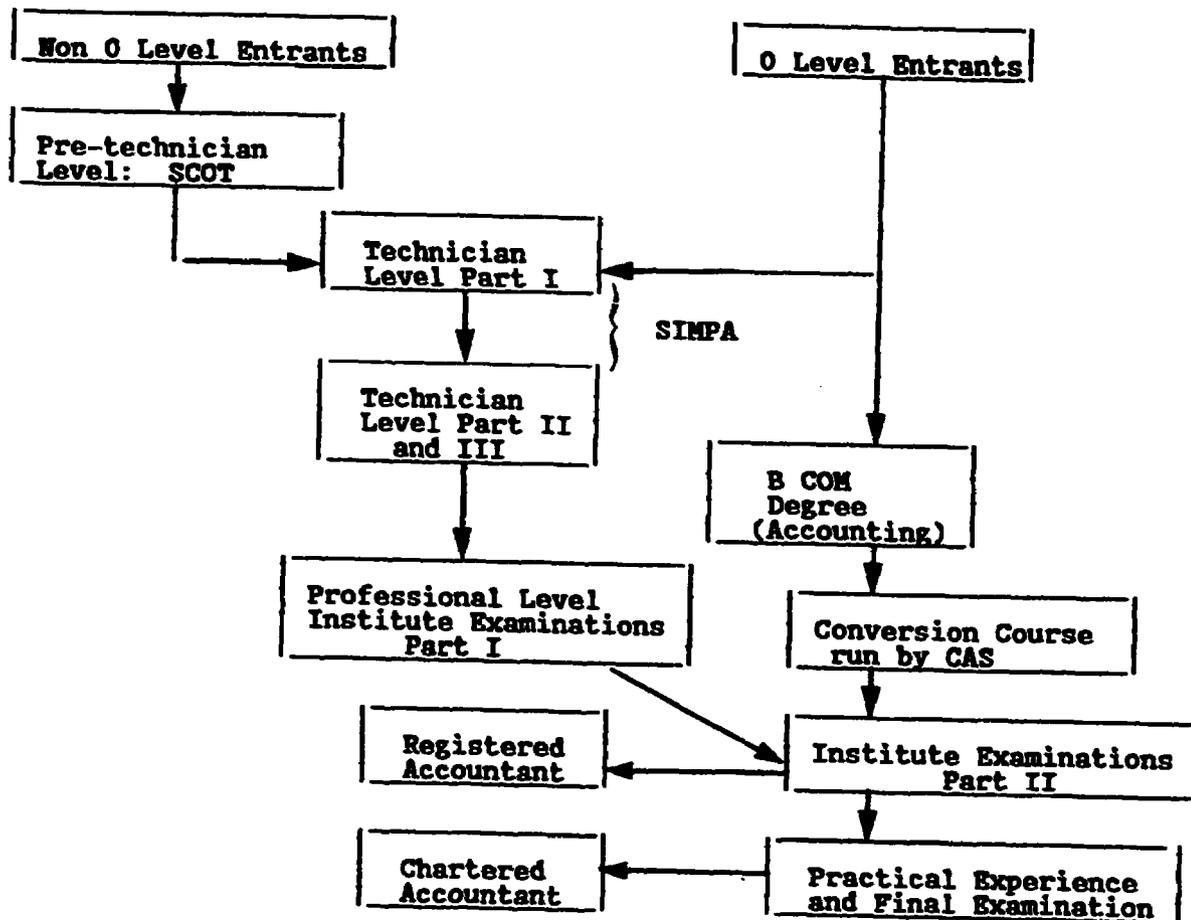
5.09 Proposed Training Structure: More specifically, the training structure should provide for:

- (a) Pre-technician Training should be based at SCOT. The current Accounting Induction Program offered by SIMPA should be discontinued;
- (b) Technician Training should be based at SIMPA, reshaping the current Certificate and Diploma Programs offered by the University, and the Certificate in Financial Management Program offered by IDM. This would require active collaboration among the three institutions, especially between SIMPA and IDM. The basis for the SIMPA programs has already been established in their plans to offer AAT training commencing in September 1986.
- (c) Professional Level Training should be carried out by the CAS with both graduate and non-graduate entry streams; and

- (d) The University B Com Degree should continue to be an entry point into the professional program. However, the CAS should be responsible for maintaining standards and for assistance in reshaping the B. Com curriculum and examinations to ensure that these dovetail effectively with the professional program entry requirements<sup>31/</sup>. Until such time as those standards are satisfied, the Center should be permitted to enforce a conversion program before providing exemptions from Part One of their examinations.

5.10 The suggested structure of accountancy training is schematically presented below:

The Suggested Structure for Accountancy Training



<sup>31/</sup> The university has already prepared a special accountancy stream on advice from CAS, Lesotho.

Although other local institutions would play a role in developing and delivering different levels of training, the CAS would carry overall responsibility for ensuring that the curricula are effectively designed and dovetail with one another, and that the training materials and methods meet the required standards. The Center will have to play an especially prominent role at the level of technician training. In the early days of the Center, there will need to be a transitional period while students who are studying for a wide range of qualifications either complete their current studies, or convert to the preferred qualification of the Institute.

5.11 These proposals imply a significant strengthening of resources available to SCOT and SIMPA, as described in chapter 4. The Center for Accountancy Studies should provide its training in a combination of part time (evening/weekend), block release, and special tutorial classes and where necessary correspondence courses. For this reason, the lecturers would need to establish a schedule of decentralized services, and once the needs have been assessed, facilities should be identified in locations such as the Teachers Training College in Manzini, the sugar estates, Mananga College, and the University (especially during recess periods). The Center for Accountancy Studies should have its headquarters at the same site as SIMPA which will then require some additional physical facilities. While the staff of the Center should work closely with SIMPA staff, especially in assisting to shape the technician level training, the Center should be fully autonomous and independent, and lecturing staff should report directly to the Technical Director, and through him to the Governing Board of the Center. Overall accountability should lie with the institute.

5.12 There is strong support among the accountancy profession in Swaziland for following closely the examination and external moderation structure established by CAS (Lesotho). However, in the early days, it may be best to take the ACCA as the base and negotiate standards for special subjects needed to meet Swaziland conditions. The Swaziland Center can also benefit considerably from the materials prepared by CAS (Lesotho) although the materials relating to tax law would need rewriting. Finally, the Swaziland and Lesotho Centers should maintain close contact and plan for a periodic exchange of staff to help the Swaziland Center develop<sup>32/</sup>. The training programs at each level should provide options for both the private and public sectors, and it would be advisable to have at least one public accountant in the Faculty. The Accountancy development is a suitable project for external funding. Such a project should include funds for hiring a Technical Director, four teaching Staff, and for the building of facilities which should include four classrooms and administrative accommodation for both the Center's staff and the staff of the Institute; for purchase of equipment (including some micro-computers for

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<sup>32/</sup> The SADCC Regional proposals for accountancy training are discussed in the main report.

computer-based training) for development of the curricula, the teaching materials, and the procedures to coordinate training and standards among the various institutions. It is estimated that the overall cost of such a project over a five-year period would be approximately E 2.5 to 3.0 million (US\$1.25 million - 1.50 million).

## VI. CURRENT DONORS' INITIATIVE

### Current Donors Initiative

6.01 There are currently several ongoing initiatives in management training in Swaziland. These are:

(a) UK, Through the Commonwealth Funds for Technical Assistance, is funding several advisers both within the Management Services Unit and at SIMPA. The Adviser in SIMPA is specifically there to help SIMPA develop its Accountancy Program.

(b) USAID. Most recently (April 1984), USAID and the Government of Swaziland have signed an agreement for a grant of 19.6 million dollars for Manpower Development Project in the country. In addition to external training of Swazis abroad, the project has funds for strengthening of SIMPA's capability to offer management training through staff upgrading. In addition, USAID is making available to DET within the Ministry of Labor and Public Service, the services of a manpower economist/planner to: (i) assist in undertaking extensive review of existing policies, programs and procedures in manpower planning for the public service; (ii) prepare and assist the Government in the ongoing assessment of manpower requirements for the public sector; and (iii) liaise with Department of Economic Planning and Statistics in the preparation of the National Manpower Plan.

(c) The World Bank has funded expansion and improvement of SIMPA through the construction of teaching facilities and dormitories and provision of furniture and equipment.

(d) In the Area of Financial Management, UK is assisting Swaziland with funding for salaries of expatriate financial controllers in key ministries. So far, four such advisers have been provided and this type of assistance is likely to continue for the foreseeable future.

6.02 SADCC Initiative: A recent study on "Improving Management in Southern Africa" under the sponsorship of USAID has suggested the creation of a Management Training Resource Pool as a first step towards regional approach to management training, i.e. A SADCC Management Development Resource Centre (MADREC) to which members of SADCC countries contribute and for which the Regional Training Council (Swaziland based) may seek outside

resources to accomplish the management training tasks needed within the region. The Centre would be provided with a professional staff, working under a multiyear commitment who would offer technical assistance as well as financial support to existing national and international management training institution in the region. The centre staff would not be expected to be operational in the sense of conducting any training programs, though it should be prepared to assist existing institutions in the research, consulting and course development efforts required to upgrade the standard of management training in the region. The proposals have not however been accepted as yet by the participating governments.

6.03 Studies: The World Bank as part of its lending operation in Swaziland is financing a Manpower Survey. The report is expected to be available in mid 1986.

## VII. AGENDA FOR CHANGE

### Introduction

7.01 This report has proposed a series of recommendations:

- (a) In general and financial management,
- (b) In personnel policies and management,
- (c) In raising the standards of training institutions,
- (d) In establishing the training arm for the Institute of Accountants.

This chapter provides an overview and summary of all the recommendations, describes the actions that can be taken to implement these recommendations, and specifies the resources and assistance needed for this implementation.

### 1. General and Financial Management Improvements

7.02 The objectives of the agenda for change in this area is to improve the efficiency and effectiveness of management within the Civil Service by directly addressing the major identified weaknesses, upgrading the skills of managers at various levels, and changing the context within which managers operate, so that they are encouraged to manage more effectively. These improvements need to be viewed as an integrated program of change rather than a series of one-off initiatives unrelated to one another. For this to occur, the program needs to consist of four carefully managed phases:

- (i) Developing responsibility and commitment;
- (ii) Designing the components of the change program;
- (iii) Implementing the change program;
- (iv) Evaluating results.

Each of these phases is spelt out in more detail in the sections that follow.

**7.03 Developing Responsibility and Commitment:** Because the recommended changes address important aspects of the way the Civil Service is managed, it is unlikely that these changes will take effect unless there is clear leadership, commitment, and involvement at a senior management level. To bring this about, it is recommended that:

- (i) The Head of the Civil Service be designated as carrying overall responsibility for the change program, with specific responsibility delegated to the Ministry of Labor and the Public Service for implementation;
- (ii) A Conference be convened of all Principal Secretaries to discuss the recommendations in this report and other areas for improvement, to prioritize the areas for change, to agree on the way the change program will be implemented, and to confirm the commitment of the management of each Ministry to cooperate with and support the change process. The conference should also produce clear guidelines as to how the action is to be carried out;
- (iii) The resources needed to carry out the change program be designated. These should include:
  - A steering group of principal secretaries, under the chairmanship of the Head of the Civil Service, to review proposals, offer advice, and make policy decisions.
  - A smaller working group of principal secretaries from the central and larger ministries, under the chairmanship of the Principal Secretary of Labor and the Public Service, to work on the details of the action program, and to give direct support to the Management Services Division.
  - A consultant specializing in the management of change and familiar with the issues identified in the report, to be attached to the Ministry of Labor and the Public Service, to oversee the implementation of the change process on behalf of the Head of the Civil Service. This consultant will need to work with a small team of consulting resources drawn from local

sources and through technical assistance. The consultant will be required to examine the current structures for managing change in the Civil Service and recommend any new arrangements which may be necessary. (A draft terms of reference for such a consultant is attached as Annex 26).

- The strengthened Management Services Division, working closely with the consultant to design and implement the components of the change program, aided by specific technical assistance where needed.

7.04. Designing the Components of the Change Program: The next step will involve the consultant and the Management Services Division (with the help of the management steering group) designing specific actions to deal with the change areas prioritized at the Principal Secretaries conference. It is recommended that these areas include actions to:

- Improve the Availability and Quality of Manpower Within the Civil Service, by analyzing the existing stock against future needs, identifying serious gaps, and formulating strategies for improving the intake of staff in future and for upgrading the skills and productivity of staff on board. This should be coordinated closely with the results of the current manpower survey. The strategies will need to emphasize ways of preparing an increased pool of candidates through the strengthening of training institutions and training schemes.
- Improve the Effectiveness of Managerial Delegation, by offering training in delegation skills, setting clearer work objectives for subordinates, and using incentives to encourage staff to take responsibility.
- Improve the Selection and Preparation of New Managers, by establishing clearer criteria for managerial appointments based on an analysis of qualities and experience that have led to success in managerial roles in the past; by improving selection procedures to emphasize demonstrated performance rather than predominantly formal qualifications and length of service; by identifying early, individuals with management potential and developing their skills through a combination of training and special assignments; and by encouraging local training institutions to develop a systematic program of training based on the analyzed needs of managers at various levels.

- Improve the Management of Work Processes, by offering skills training in work planning, supervision, coaching, and performance evaluation by identifying current systems and procedures that require streamlining to improve efficiency and decision-making; and by encouraging managers to enforce discipline among their staff.
- Improve Financial Management, by defining and enforcing clear financial management responsibilities at each managerial level; by providing a crash program of training to upgrade the financial management skills among existing managers; by developing a scheme for upgrading the existing accountancy cadre and the quality of future recruits; and by carrying out necessary improvements in accountancy regulations and procedures;
- Improve Clarity of Managerial Roles and Coordination Among Ministries, by identifying areas of ambiguity and overlap, developing clear statements of responsibility both for managers and sectoral ministries; and by facilitating planning and coordination meetings among ministries which have reciprocal interests.

## 2. Personnel Management Improvements.

7.05 The objectives of the agenda for change in this area is to improve the efficiency and effectiveness of the Ministry of Labor and Public Service so that MLPS can play a lead role in helping to implement the agenda for change recommended above. This improvement program should consist of three components namely:

- (i) improving the management of MLPS
- (ii) strengthening personnel and related functions
- (iii) improving human resource management processes.

Each of these improvements is discussed in more detail below:

7.06 Improving the Management of MLPS: The Principal Secretary needs to clarify the reporting relationships between himself; his deputy and his divisional managers. The day to day technical management of PAD and MDLD should be delegated to the deputy. Close collaboration should be maintained between PAD and all the other MLPS divisions. To ease tension within the Ministry, facilitate realignment of functional responsibility, a short term (one month) internal communications and organizational expert should be engaged to facilitate the process.

7.07 Strengthening Personnel and Related Functions: (i) The MSD should undertake a study of the role and function of personnel officers in ministries and together with MDLD identify priority training needs for personnel officers. This study should be used to improve the delivery of personnel related services within the Civil Service.

(ii) To give the personnel cadre a professional status, MLPS should promote the formation of an Association of Personnel officers using the current structure of SIPTM.

(iii) In order to perform their management consulting and establishment control functions effectively, MSD should have all its existing vacancies filled be provided with the services of three externally recruited and competent experts who have training experience. A career development program for MSD staff should be developed (para. 3.30).

7.08 Improving Human Resource Management Processes: Under this heading the following tasks should be undertaken:

- Formation of a committee composed of PAD, MSD and the Human Resource specialist within MLPS to review the pilot personnel information system in the Ministry of Health and plan its government wide extension. Donor funding should be sought for one computer specialist, the equipment requirement for the system as well as fellowship for training of local staff.

- A special action committee on personnel management should be established to (i) reconcile existing inconsistencies and conflicts among the various public service acts and policies; (ii) redesign and rewrite the General Orders; (iii) lay down the procedures for enforcement of the various personnel policies and regulations.

- On the training side; a consultant should be hired through external assistance to assist in the preparation of a human resource development handbook which would include procedures and criteria for in-service training, training plans, training needs assessment, procedures for monitoring and evaluating the effectiveness of external training. Each donor should be required to carry out tracer studies of fellowship recipients and to make the result available to MLPS.

- An officer should be appointed to take control of management of expatriates and the development of counterparts. He/she would develop roster of expatriates, identify suitable counterparts, design training plans, prepare and put in place procedures for evaluating the effectiveness of expatriates as trainers as well as terms and conditions of service of selected counterparts.

- An updated orientation handbook for new entrants into the Civil Service should be prepared.

### 3. Training Institutions

Developing local training institutions is a key to providing effective management training and education:

(i) SIMPA/IDM: It is recommended that the program of institutional development of SIMPA be carried out under its new reporting relationship. In the medium-term SIMPA should be strengthened as a public administration training institution catering to low and middle level managers, while IDM should focus on developing its program for senior managers, and courses more specifically tied to Swaziland needs. Over time, as SIMPA strengthens its faculty, it should branch out into other areas, including the private sector, with IDM's help. It is a key priority that communication be improved between IDM and SIMPA, so that they can engage in a collaborative program. SIMPA should become more involved in consulting activities in the Government to make their programs more practical, and should get the active help of the Management Services Division. To help SIMPA's development, two skilled expatriate trainers will need to be recruited with donor assistance, and a project be established to improve SIMPA's accommodation and teaching facilities. A staff development plan for SIMPA should be prepared and fellowship assistance sought from donor agencies.

(ii) Accountancy Training: It is recommended that donor support be sought to assist with a project to establish a Center for Accounting Studies, responsible for designing professional level accountancy training and examination structure under the newly established Institute of Accountants. The Center should also have responsibility for rationalizing and setting standards for pre-technician and technician level training, and for improving the content of the B. Com program for graduate entrants into the accountancy professional training program, so that there is a logical, integrated and cost-effective framework of accountancy training in Swaziland. While the Center could be physically based at SIMPA using the expanded facilities recommended, it would be independent and have its own reporting relationship to the Institute. It is recommended that the Center collaborate closely with CAS (Lesotho) on materials, teaching methods, and examination standards. It is estimated that the project to establish the Center will require in addition a director, four lecturers and equipment totaling a budget of about E 2.5 to E 3.0 million. Finally, it is recommended that the development of the Center be sponsored in close collaboration with a local firm of accountants.

(iii) University; The role of the university needs to be reviewed to encourage the use of its resources for higher level programs which make a direct contribution to the development of a future managers.

#### 4. Implementing the Change Program

7.09 The areas of designed action components should be reviewed by the Management Steering Group, and if accepted, submitted to a meeting of the Principal Secretaries for their official endorsement. Each ministry will have responsibility for implementing the actions under the overall supervision of the Head of the Civil Service, with the help of the Management Services Division which will also have responsibility for implementing centralized programs. The consultant will be responsible for ensuring that the implementation program remains on track, for monitoring problems and delays that occur and suggesting solutions, for giving troubleshooting assistance, and for keeping senior management informed of the progress being made.

#### 5. Evaluating Results

7.10 In addition to monitoring progress, the consultant would be responsible for developing clear criteria for evaluating the success of the change program, for evaluating the program against those criteria, and at the deadlines established, submit a formal report to the Steering Group of what has been accomplished and the areas that remain to be addressed.

#### 6. Timing and Phasing of Implementation

7.11 It will be vital to ensure that the program of change be realistically planned, to ensure that resources are available, and that certain key objectives are accomplished before more complex tasks are tackled. The initial Conference of Principal Secretaries should focus on establishing the feasibility of various improvement objectives and the best approaches to adopt. It is likely that this recommended program will take several years to accomplish and should be carried out over a number of phases linked to resources and the successful accomplishment of basic tasks. Initially, much of the attention should be focused on the building up of MSD's consulting capacity to take on the important tasks defined in the proposal.

### VIII. PROPOSALS FOR EXTERNAL ASSISTANCE

8.01 The purpose of this chapter is to identify the potential for external assistance in improving management training in Swaziland. Because of the long-term management problems of Swaziland, there is little benefit

in a program that would focus only on strengthening training and educational institutes. Training institutions need strengthening but only in combination with changes in the management environment so that further investment in training and education could become cost effective. It is therefore recommended that the Government should consider requesting for external assistance to fund a project of technical assistance, and fellowship (with funds provided for purchase of necessary equipment) aimed at bringing about improvements in the quality of public sector management in Swaziland. The project should include:

(i) General and Financial Management:

Two man-years of technical assistance to assist in implementing the change process.

(ii) Personnel Management

Expert for one month to facilitate the realignment of functional responsibilities within MLPS.

Twelve man-years of technical assistance to strengthen the management Services division of MLPS.

Two man-years of technical assistance to prepare the Human resource Development Handbook.

Two man-years of computer specialist plus fellowships for training in management of personnel information system as well as all hardware requirements for such a system.

(iii) Training Institutions

SIMPA: upgrading of facilities including reequipment. Six staff-years of technical assistance to strengthen its staffing.

(iv) Accountancy Development

Assistance in setting up the Center for Accounting Studies. This would include building and equipment and provision of one technical director and three lecturers for four years. (16 man-years of technical assistance).

ANNEX 1

GROWTH OF EMPLOYMENT IN PUBLIC & PRIVATE SECTORS\*

	<u>1977</u>	<u>1986**</u>	<u>Percentage Growth Rate (Compound)</u>
Private Sector Paid Employees	49,273	54,775	2.1
Private Sector Self Employed	1,109	867	- 4.8
Small Swazi Traders	1,800	2,300	5.0
Employment by Private Homeleaders	6,700	7,706	2.8
<b>TOTAL PRIVATE SECTOR</b>	<b>60,272</b>	<b>65,646</b>	<b>2.2</b>
<b>TOTAL PUBLIC SECTOR</b>	<b>16,952</b>	<b>22,580</b>	<b>5.9</b>
<b>TOTAL FORMAL SECTOR</b>	<b>66,225</b>	<b>77,355</b>	<b>3.2</b>
<b>INFORMAL SECTOR</b>	<b>9,609</b>	<b>10,873</b>	<b>2.5</b>
<b>TOTAL</b>	<b>75,834</b>	<b>88,228</b>	<b>3.1</b>

\* Source: Employment & Wages: Central Statistical Office

\*\* Data obtained in 1982

SWAZILAND CIVIL SERVICE: MANAGERIAL, ADMINISTRATIVE, AND SENIOR FUNCTIONAL/TECHNICAL POSITIONS

GRADE LEVEL	DIVISION OF GOVERNMENT						
	Private and Cabinet Office	Economic Planning and Statistics	Royal Swaziland Police Force	Tinkhundla	Ministry of Foreign Affairs	Ministry of Defense and Youth	Ministry of Resources, Land Utilization and Energy
Graded	<ul style="list-style-type: none"> <li>Prime Minister</li> <li>Minister without Portfolio</li> </ul>			<ul style="list-style-type: none"> <li>Idvuna Yeti Kkhundla</li> </ul>	<ul style="list-style-type: none"> <li>Minister</li> </ul>	<ul style="list-style-type: none"> <li>Minister</li> </ul>	<ul style="list-style-type: none"> <li>Minister</li> </ul>
28	<ul style="list-style-type: none"> <li>Secretary to Cabinet</li> </ul>						
27	<ul style="list-style-type: none"> <li>Senior Liaison Officer</li> </ul>	<ul style="list-style-type: none"> <li>Principal Secretary</li> </ul>	<ul style="list-style-type: none"> <li>Commissioner of Police</li> </ul>	<ul style="list-style-type: none"> <li>Principal Secretary</li> </ul>	<ul style="list-style-type: none"> <li>Principal Secretary</li> </ul>	<ul style="list-style-type: none"> <li>Principal Secretary</li> </ul>	<ul style="list-style-type: none"> <li>Principal Secretary</li> </ul>
26		<ul style="list-style-type: none"> <li>Chief Economic Planning Officer</li> </ul>	<ul style="list-style-type: none"> <li>Deputy Commissioner of Police</li> </ul>				
25		<ul style="list-style-type: none"> <li>Government Statistician</li> </ul>	<ul style="list-style-type: none"> <li>Pathologist</li> </ul>				
24	<ul style="list-style-type: none"> <li>Private Secretary to Prime Minister</li> <li>Under Secretary to Minister without Portfolio</li> </ul>	<ul style="list-style-type: none"> <li>Under Secretary</li> </ul>	<ul style="list-style-type: none"> <li>Assistant Commissioner of Police (4)</li> </ul>	<ul style="list-style-type: none"> <li>Under Secretary</li> <li>Regional Secretary (4)</li> </ul>	<ul style="list-style-type: none"> <li>Under Secretary</li> <li>Ambassador (4)</li> <li>High Commissioner (2)</li> </ul>	<ul style="list-style-type: none"> <li>Deputy Accountant General</li> </ul>	<ul style="list-style-type: none"> <li>Under Secretary</li> <li>Surveyor General</li> </ul>
23					<ul style="list-style-type: none"> <li>Legal Advisor</li> <li>Chief of Protocol</li> </ul>		<ul style="list-style-type: none"> <li>Senior Physical Planning Officer</li> </ul>
22	<ul style="list-style-type: none"> <li>Senior Government Security Officer</li> </ul>	<ul style="list-style-type: none"> <li>Senior Planning Officer</li> <li>Senior Statistician</li> </ul>	<ul style="list-style-type: none"> <li>Senior Superintendent of Police (9)</li> </ul>		<ul style="list-style-type: none"> <li>Counsellor (6)</li> </ul>		<ul style="list-style-type: none"> <li>Director of Archives</li> <li>Senior Land Planning Officer</li> <li>Senior Land Valuation Officer</li> <li>Senior Water Engineer (2)</li> <li>Deputy Surveyor General</li> </ul>

GRADE LEVEL	DIVISION OF GOVERNMENT						
	Ministry of Agriculture and Cooperative	Ministry of Commerce, Industry, Mines and Tourism	Ministry of Education	Ministry of Finance	Treasury and Stores	Income Tax	Customs and Excise
Graded	• Minister	• Minister	• Minister	• Minister			
28							
27	• Principal Secretary	• Principal Secretary	• Principal Secretary	• Principal Secretary			
26	• Deputy Principal Secretary • Director of Veterinary Services • Director of Agriculture • Director Planning and Research (Lowveld Experimental Station)	• Director, Geological Survey & Mines	• Deputy Principal Secretary • Director of Education		• Accountant General	• Commissioner of Taxes	
25							
24	• Under secretary • Chairman, Central Rural Development Board • Chief Research Officer	• Under Secretary • Assistant Director, Geological Survey and Mines	• Under Secretary • Chief Inspector, Teacher, Education & Curriculum • Chief Inspector of Primary Schools • Chief Inspector of Secondary Schools • Director Adult Education • College Principal (3)	• Under Secretary	• Deputy Accountant General	• Assistant Commissioner of Taxes (2)	• Chief Customs Officer
23	• Senior Veterinary Officer	• Government Mining Inspector					
22	• Financial Controller/Chief Accountant • Principal Community Development Officer • Senior Animal Husbandry Officer • Senior Agricultural Officer (2) • Deputy Project Coordinator (Rural Development and Settlement) • Land Development Officer • Senior Research Officer • Senior Home Economics Officer • Senior Agricultural Economist • Commissioner for Cooperative Development	• Senior Planning Officer • Chief Commercial Officer • Inspector of Mines	• Secretary, Teaching Services Commission • Senior Inspector (Eng.) • Financial Controller/Chief Accountant • Senior Inspector of Secondary Schools • Senior Inspector of Agriculture Schools • Director, National Library Service • Senior Inspector, Adult Education • Senior Measurement Officer • Senior Career Guidance Officer • College Vice Principal (3)		• Assistant Accountant General • Manager, Computer Section • Controller of Government Stores	• Principal Tax Inspector	

SWAZILAND CIVIL SERVICE: MANAGERIAL, ADMINISTRATIVE, AND SENIOR FUNCTIONAL/TECHNICAL POSITIONS

TRADE LEVEL	DIVISION OF GOVERNMENT					
	Ministry of Labor and Public Service	Ministry of Health	Ministry of Justice	Prisons	Ministry of Interior and Immigration	The King's Office
graded	<ul style="list-style-type: none"> <li>Minister</li> </ul>	<ul style="list-style-type: none"> <li>Minister</li> </ul>	<ul style="list-style-type: none"> <li>Minister</li> </ul>		<ul style="list-style-type: none"> <li>Minister</li> </ul>	
28			<ul style="list-style-type: none"> <li>Chief Justice</li> </ul>			
27	<ul style="list-style-type: none"> <li>Principal Secretary</li> </ul>	<ul style="list-style-type: none"> <li>Principal Secretary</li> </ul>	<ul style="list-style-type: none"> <li>Principal Secretary</li> <li>Attorney General</li> </ul>		<ul style="list-style-type: none"> <li>Principal Secretary</li> </ul>	<ul style="list-style-type: none"> <li>Private Secretary</li> </ul>
26	<ul style="list-style-type: none"> <li>Deputy Principal Secretary</li> </ul>	<ul style="list-style-type: none"> <li>Director, Medical Services</li> </ul>	<ul style="list-style-type: none"> <li>Director of Public Prosecutions</li> <li>Pulsne Judge</li> <li>Industrial Court President</li> </ul>	<ul style="list-style-type: none"> <li>Commissioner of Prisons</li> </ul>		
25		<ul style="list-style-type: none"> <li>Deputy Director, Medical Services</li> <li>Specialist (Industrial Diseases)</li> <li>Pathologist</li> <li>Specialist (4)</li> <li>Under Secretary</li> </ul>	<ul style="list-style-type: none"> <li>Deputy Attorney General</li> <li>Deputy Director of Public Prosecutions</li> </ul>			
24	<ul style="list-style-type: none"> <li>Under Secretary (3)</li> <li>Director, Management Services</li> <li>Secretary, Civil Service Board</li> <li>Commissioner of Labour</li> </ul>		<ul style="list-style-type: none"> <li>Under Secretary</li> <li>Registrar of the High Court</li> <li>Registrar General</li> <li>Registrar of Deeds</li> </ul>	<ul style="list-style-type: none"> <li>Deputy Commissioner of Prisons</li> </ul>	<ul style="list-style-type: none"> <li>Under Secretary</li> <li>Director, Swaziland Broadcasting Service</li> <li>Chief, Immigration Officer</li> </ul>	<ul style="list-style-type: none"> <li>Deputy Private Secretary</li> </ul>
23		<ul style="list-style-type: none"> <li>Chief Nursing Officer</li> <li>Senior Medical Officer (4)</li> </ul>	<ul style="list-style-type: none"> <li>Principal Parliamentary Draftsman</li> <li>Master of the High Court</li> <li>Principal Magistrate</li> </ul>			
22	<ul style="list-style-type: none"> <li>Principal (SIKPA)</li> <li>Senior Management Services Officer</li> <li>Deputy Secretary, Civil Service Board</li> <li>Deputy Commissioner of Labour</li> </ul>	<ul style="list-style-type: none"> <li>Deputy Chief Nursing Officer</li> <li>Chief Pharmacist</li> <li>Financial Controller/Chief Accountant</li> <li>Principal (Institute of Health Sciences)</li> </ul>	<ul style="list-style-type: none"> <li>Legal Training Officer (2)</li> <li>Senior Parliamentary Draftsman</li> <li>Senior Crown Counsel (2)</li> <li>Deputy Master of the High Court</li> <li>Deputy Registrar of the High Court</li> <li>Senior Magistrate (2)</li> <li>Judicial Commissioner</li> </ul>	<ul style="list-style-type: none"> <li>Senior Superintendent of Prisons (2)</li> </ul>	<ul style="list-style-type: none"> <li>Deputy Director, Swaziland Broadcasting Service</li> <li>Deputy Chief Immigration Officer</li> <li>Chief Fire Officer</li> </ul>	

SWAZILAND CIVIL SERVICE: MANAGERIAL, ADMINISTRATIVE, AND SENIOR FUNCTIONAL/TECHNICAL POSITIONS

Annex 6B  
Page 4 of 4

GRADE LEVEL	DIVISION OF GOVERNMENT					
	Ministry of Works and Communications	Audit	Office of Ombudsman	Dept of Posts and Telecommunications	Dept. of Central Transportation	Dept. of Water and Sewerage
Ungraded	• Minister		• Ombudsman			
28						
27	• Principal Secretary	• Auditor General	• Commissioner of Investigations			
26	• Deputy Principal Secretary • Chief Professional Officer			• Director of Posts and Telecommunications		
25		• Deputy Auditor General		• Deputy Director of Post and Telecommunications		
24	• Under Secretary • Director, Civil Aviation			• Assistant Director of Post and Telecommunications • Assistant Director, Postal Division • Assistant Director, Telecommunications Division	• General Transport Manager	• Director, Dept of Water & Sewerage
23	• Senior Roads Engineer • Principal Building Officer					
22	• Assistant Chief Professional Officer • Senior Planning Officer • Financial Controller/Chief Accountant • Senior Architect		• Senior Crown Counsel • Financial Controller/Chief Accountant	• Financial Controller • Chief Postal Controller • Chief Telecommunications Control Officer • Senior Engineer	• Deputy General Transport Managers • Financial Controller • Senior Mechanical Engineer	• Assistant Director, Dept of Water & Sewerage • Financial Controller • Assistant Director, Technical

Swaziland Civil Service:  
Examples of Some Junior Management Administrative/Supervisory Positions  
Below Grade Level 22

<u>ROYAL SWAZILAND POLICE FORCE</u>	<u>LEVEL</u>	<u>MINISTRY OF EDUCATION (cont'd)</u>	<u>LEVEL</u>
Superintendent of Police	20	Vice/Deputy Principal Nazarene	
Assistant Superintendent of Police	18	Teacher Training College	21
<u>MINISTRY OF NATURAL RESOURCES</u>		<u>MINISTRY OF HEALTH</u>	
<u>LAND UTILIZATION AND ENERGY</u>		Senior Health Administrator	20
Foreman	15	Matron Grade I	21
Dam Supervisor	19	Matron Grade II	19
Manager, National Housing Unit	20	<u>MINISTRY OF JUSTICE</u>	
<u>MINISTRY OF AGRICULTURE AND COOPERATIVE</u>		Senior Assistant Registrar	20
Rural Development Supervisor	20	Superintendent of Prisons	20
Senior Ranch Manager	19	Assistant Superintendent of Prisons	18
Farm Foreman	12	<u>MINISTRY OF INTERIOR AND IMMIGRATION</u>	
Project Manager	18	Fire Station Officer	16
Workshop Manager	19	Assistant Chief Fire Officer	20
Land Development Unit Manager	18	Director of Sports and Culture	18
Land Development Unit Supervisor	16	Workshop Foreman	15
Farm Manager	18	<u>MINISTRY OF WORKS AND COMMUNICATIONS</u>	
Assistant Farm Manager	15	Construction Foreman	15
Deputy Commissioner for Cooperative Development	20	Airport Manager	21
Assistant Commissioner for Cooperative Development	18	Superintendent, Air Rescue Service	18
Principal of the Cooperative Development Centre	20	Building Foreman	15
<u>MINISTRY OF COMMERCE, INDUSTRY, MINES AND TOURISM</u>		Clerk of Works	19
Drilling Superintendent	18	<u>DEPT OF POSTS &amp; TELECOMMUNICATIONS</u>	
Chief Inspector of Weights and Measures	18	Data Control Manager	20
<u>MINISTRY OF EDUCATION</u>		Deputy Data Control Manager	18
Head Teacher - Higher Primary	15	Data Superintendent	16
Head Teacher - Lower Primary	14	Senior Postmaster I	20
Headmaster - Senior Secondary	21	Senior Postmaster II	18
Deputy Headmaster - Senior Secondary	20	Telegraph Superintendent	16
Department Head	18	Telegraph Supervisor	15
Principal Emlalalini Development Centre	21	Traffic Superintendent	18
		Sales Superintendent	18
		Senior Telephone Supervisor	16
		Telephone Supervisor	15

SWAZILAND CIVIL SERVICE: EXAMPLES OF SOME JUNIOR  
MANAGEMENT ADMINISTRATIVE/SUPERVISORY POSITIONS  
BELOW GRADE LEVEL 22

<u>DEPT OF CENTRAL TRANSPORT ADMINISTRATION</u>	<u>LEVEL</u>
Manager of Vehicle Shop	19
Manager of Inspectorate	19
Manager of Component Shop	19
Manager of Body Shop	19
Manager of Plant Shop	19
Outstations Manager	19
 <u>DEPARTMENT OF WATER AND SEWERAGE</u>	
Workshop Manager	19
Clerk of Works	19
Waterworks Supervisor I	16
Waterworks Supervisor II	14
Works Foreman	15

**NUMBER OF SENIOR AND MIDDLE LEVEL MANAGERS, ADMINISTRATORS,  
SENIOR FUNCTIONAL/TECHNICAL POSITIONS IN SWAZILAND CIVIL SERVICE**

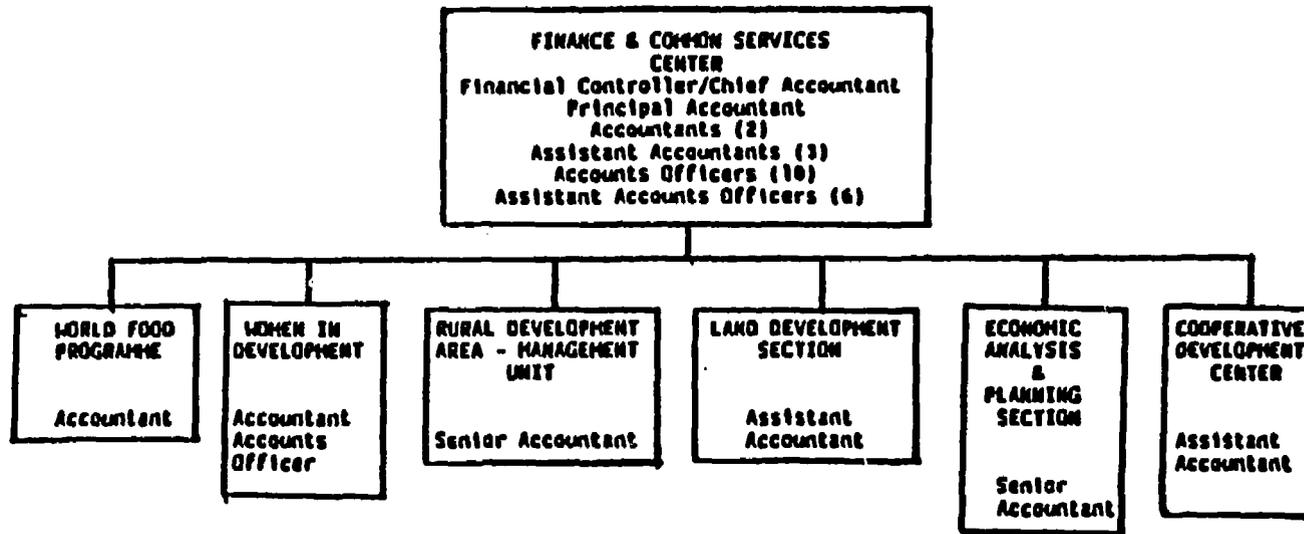
GOVERNMENT DIVISION	GRADES							TOTAL	TOTAL * ESTABLISHMENT	SENIOR/MID LEVEL POSITIONS AS % OF EST.
	28	27	26	25	24	23	22			
Parliament										
Private & Cabinet Offices	1	1	-	-	3	-	1	6	34	28.6
Planning & Statistics	-	1	1	1	1	-	3	7	110	6.4
Police	-	1	1	1	4	-	11	18	1639	1.1
Tinkhundla	-	1	-	-	5	-	-	6	79	7.6
Foreign Affairs	-	1	-	-	8	2	6	17	72	23.6
Defense	-	1	-	-	1	-	-	2	6	33.3
Natural Resources, Land Utilization & Energy	-	1	-	-	2	1	6	10	267	3.7
Agriculture & Cooperatives	-	1	4	-	4	2	25	36	1361	2.6
Commerce, Industry, Mines & Tourism	-	1	-	-	1	-	2	4	85	4.7
Geological Survey and Mines	-	-	1	-	1	1	1	4	97	4.1
Education	-	1	2	-	8	2	20	33	6429	0.5
Finance	-	1	-	-	3	-	-	4	36	11.1
Treasury & Stores	-	-	1	-	2	-	3	6	245	2.4
Income Tax	-	-	1	-	2	-	4	7	68	10.3
Customs & Excise	-	-	-	-	1	-	-	1	147	0.7
Labour & Public Service	-	1	1	-	6	-	5	13	207	6.3
Health	-	1	1	8	1	5	27	43	1398	3.1
Justice	1	2	4	2	4	3	14	30	219	13.7
Prisons	-	-	1	-	1	-	6	8	915	0.9
Interior & Immigration	-	1	-	-	3	-	3	7	394	1.8
Swazi National Treasury										
King's Office	-	1	-	-	1	-	-	2	35	5.7
Works & Communications	-	1	2	-	2	2	4	11	745	1.5
Audit	-	1	-	2	-	-	-	3	47	6.4
Ombudsman's Office	-	1	-	-	-	-	2	3	16	18.8
Posts & Telecommunications	-	-	1	1	3	-	5	10	655	1.5
Central Transport Administration	-	-	-	-	1	-	3	4	459	0.9
Water & Sewerage Board	-	-	-	-	1	-	3	4	392	1.0
<b>TOTAL</b>	<b>2</b>	<b>20</b>	<b>21</b>	<b>15</b>	<b>69</b>	<b>18</b>	<b>154</b>	<b>299</b>	<b>16185</b>	<b>1.8</b>

\*-graded positions

ACCOUNTANCY CADRE IN SWAZILAND CIVIL SERVICE

GOVERNMENT DIVISION	Accountant General (26)	Deputy Accountant General (24)	Assistant Accountant General (22)	Principal Controller/Chief Accountant (22)	Principal Accountant/Asst. Fin. Controller (20)	Senior Accountant (18)	Accountant (16)	Assistant Accountant (12)	Accounts Officer (10)	Assistant Accounts Officer (8)	TOTAL
Private & Cabinet Office							1				1
Economic Planning								1	1		2
Defense and Youth		1			1	1	1				4
Natural Resources, Land Utilization & Energy					1	1	2		3	1	8
Agriculture & Cooperative				1	1	3	4	5	10	8	32
Commerce, Industry, Mines & Tourism						1	2	1	1	1	6
Geological Survey & Mines							1		2		3
Education				1	1	2	3	15	10	1	33
Treasury	1	2	1		9	15	27	59	28	3	145
Income Tax			1								1
Customs & Excise							1	1			2
Labour & Public Service					1	3	4	2	5	1	16
Health					1	1	4	2	16		24
Justice						1	2	1	1		5
Interior & Immigration						1	1	4	6	2	14
Swazi National Treasury											
The King's Office								1		1	2
Works & Communications					1	1	3	4	31	2	42
Office of Ombudsman								1			1
Dept of Posts & Telecommunications				1	2		5	5	9	4	26
Dept of Central Transport Administration				1	1	1	2	3	11	10	29
Dept of Water & Sewerage				1	2	4	2	9	19		37
<b>TOTAL</b>	<b>1</b>	<b>3</b>	<b>2</b>	<b>5</b>	<b>4</b>	<b>35</b>	<b>65</b>	<b>114</b>	<b>153</b>	<b>34</b>	<b>433</b>

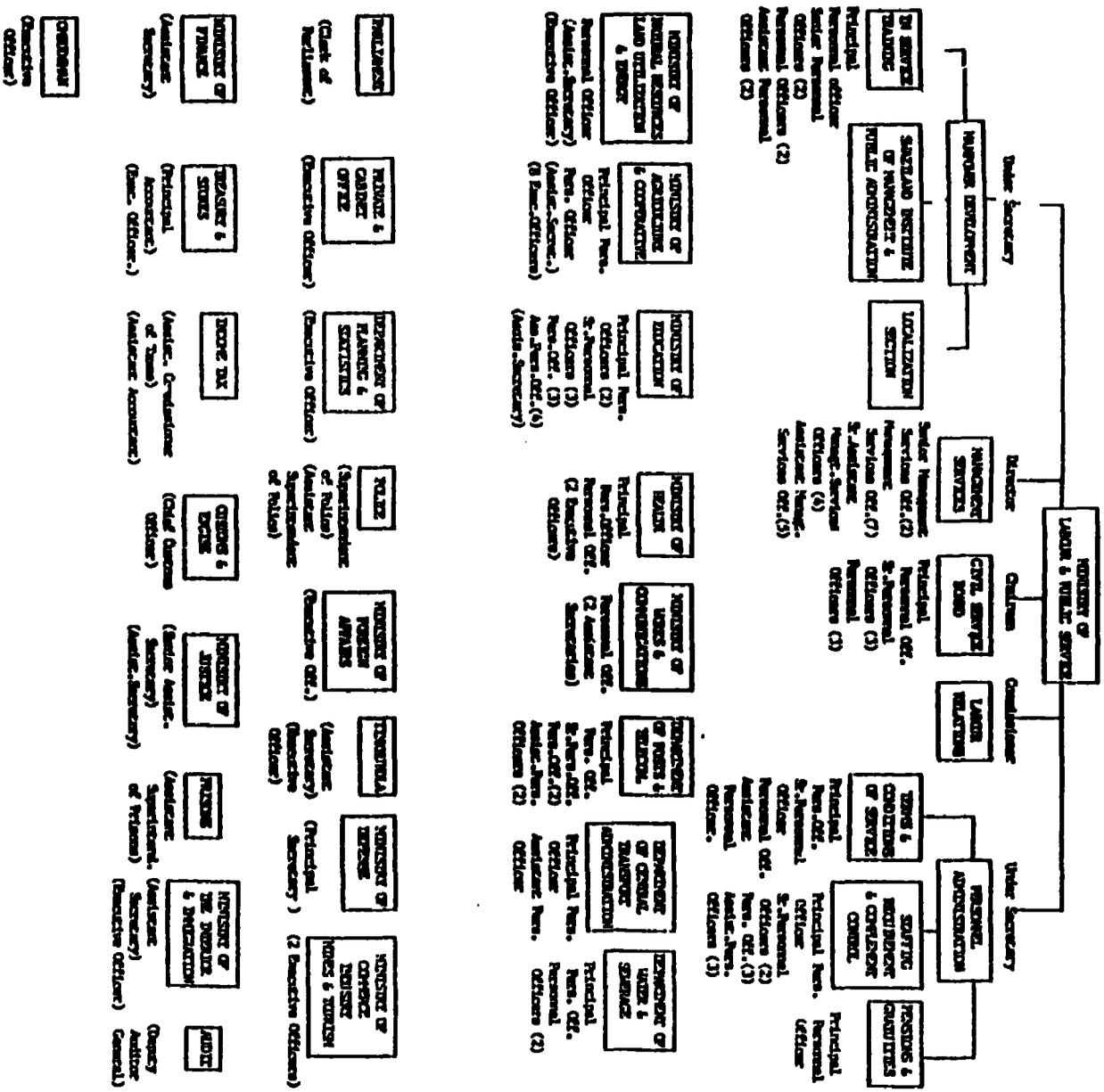
Organization of the Accountancy Cadre in the Ministry of Agriculture  
and Cooperative,  
Swaziland Government



Grade Levels for the Personnel Cadre in the Ministry of Labor  
and Public Service

<u>Grade</u>	<u>Personnel Specialists</u>	<u>Management Services Staff</u>
24		Director, Management Services
22		Senior Management Services Officer
20	Principal Personnel Officer	Management Services Officer
18	Senior Personnel Officer	Senior Assistant Management Services Officer
16	Personnel Officer	Assistant Management Services Officer
14	Assistant Personnel Officer	

PERSONNEL CODE IN SASKATCHEWAN CIVIL SERVICE  
(including non-personnel specializations carrying out personnel functions)



\* Shows 15 parastatals.

Decentralized Personnel Staff

Department or Ministry	Number of Personnel Officers	Total Number of Employees	Ratio of Personnel Officers to Total Employees
Natural Resources	3	272	1:91
Royal Swaziland			
Police Force	2	1,531	1:766
Agriculture	10	2,881	1:288
Education	12	6,150	1:513
Treasury and Stores	2	282	1:141
Health	3	1,310	1:437
Prisons	1	893	1:893
Works and Communications	2	1,297	1:649
Posts and Telecomms.	6	773	1:128
Central Transport Admin.	2	464	1:232
Water and Sewerage	3	443	1:148

Source: Establishment Register 1984/1985

HANDBOOK FOR HUMAN RESOURCE DEVELOPMENT  
An Example from Botswana

ANNEX 11  
Page 1 of 4

TELEPHONE: 55470  
TELEGRAMS: DIRECTORATE  
REFERENCE: BWAST



REPUBLIC OF BOTSWANA

DIRECTORATE OF PERSONNEL  
PRIVATE BAG 0011,  
GABORONE.

To: BWAST Training Coordinators : Ministry of Agriculture  
Ministry of Commerce and Industry  
Ministry of Education  
Ministry of Local Government and  
Lands

Letter of Introduction

Enclosed please find The Handbook for Manpower Development. This handbook is a draft that is being tested by the Directorate of Personnel and the Ministries participating in the USAID Botswana Workforce and Skills Training (BWAST) Project. The final edition will contain changes and additions that are a result of this important testing process.

The handbook is written for Department Heads with whom you cooperate in the management of training. We ask that you review the handbook and use it with Department Heads so that we might discover how to make the final edition most useful to all of you and to the Directorate of Personnel in its training function.

Sincerely,

Mr. L. Masie  
Assistant Director/Training

February 19, 1985

**MAJOR SWAZILAND PARASTATALS 1985/86**  
(Number of Expatriates shown in parenthesis)

PARASTATALS	TOTALS	ADMINISTRATIVE	PROFESSIONAL
Central Bank of Swaziland	274 (2)	29 (1)	--
Swaziland Development and Savings Bank	281	10	45
Swaziland Royal Insurance Corporation	115 (6)	11 (6)	--
Swaziland National Provident Fund	100 (3)	8 (1)	2 (2)
National Industrial Development Corporation	27	3	8
Small Enterprise Development Corporation	65 (1)	9	16 (1)
Swaziland Commercial Board	12 (1)	1	4 (1)
Swaziland Electricity Board	423 (5)	33 (2)	11 (3)
Royal Swazi National Airways Corporation	78 (3)	2 (1)	11 (2)
Swaziland Railways	1006 (19)	53 (13)	15 (6)
Royal Swazi National Shipping Corporation	2	1	--
Swaziland Television Broadcasting	44	1	2
Swaziland Dairy Board	159 (1)	9	11
Swaziland Irrigation Scheme	2069 (77)	65 (55)	24 (22)
Central Cooperative Union	75	4	--
National Housing Corporation	40	1	--
Swaziland National Trust Commission	70 (3)	1	2 (1)
Mbabane Town Council			
Manzini Town Council			
<b>TOTALS</b>	<b>5201 (132)</b>	<b>249 (84)</b>	<b>160 (44)</b>

1/ Data was not available to the mission.

### Introduction

As the Government of Botswana (GOB) strives toward localisation, the line manager assumes an increasing responsibility for manpower development. The Handbook for Manpower Development is a guide for the GOB line manager.

The handbook addresses GOB department heads. Anyone involved in the management of training, however, may find the handbook useful. Training officers, division heads, or unit heads are among the potential users.

The contents of the handbook are organised in seven chapters. The chapters include an overview of training and processes for determining the department's requirements for training, setting the department's priorities, assessing officers' needs for training, recommending training programmes, preparing training plans, and monitoring and evaluating training.

Each chapter is divided into four sections. The first section is background information and it contains answers to these questions :

- What? is a definition of the chapter title.
- Why? is a statement of rationale for the chapter as a step in manpower development.
- When? discusses appropriate timing for the implementation of the step.
- Where? establishes the venue for the step.
- Who? names the responsible roles in the GOB.
- How? describes procedures for completing the step in manpower development.

The second section describes the role of the department head in manpower development.

The third section offers decision guidelines for the use of the information in the chapter.

The concluding section contains forms and instructions for their use.

To use the handbook, review the chapters and become familiar with the contents. This will help you identify chapters of particular interest. The chapters may be used in sequence; they may be used independently or in combination with chapters that meet your current needs for the management of manpower development. For example, you may already have a sound system for assessing training needs but may need the assistance of chapter 3 to set training priorities. Or, perhaps your planning procedures are well established but you would like clarification on management situations that do or do not require training as a response. Chapter 1 provides the necessary decision guidelines.

This handbook will become more useful to you as you adapt the components by making changes in or additions to the materials and procedures so that they are relevant to your department. The Ministry training officer is a valuable resource person who can assist you with testing and adaptation.

This draft edition of the handbook is the beginning of a process that will result in a set of procedures and materials suitable for use in various Ministries. The next step in the process is testing, followed by feedback to training officers and incorporation of changes and additions in a final handbook to be published December 14, 1985.

THE HANDBOOK FOR MANPOWER DEVELOPMENT

TABLE OF CONTENTS

Chapter		Page
1	Training	1
2	Training Requirements	11
3	Training Priorities	23
4	Needs Assessment	31
5	Programme Options	35
6	Training Plans	48
7	Monitoring and Evaluation	52

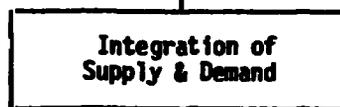
A Suggested Framework for Human Resource Planning

Step 1

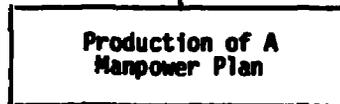


No. of Positions  
Skills Needed

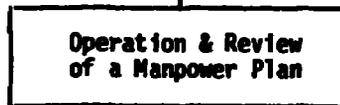
Step 2



Step 3



Step 4



Recommendations, Personnel Management Information System

To give the Human Resource Planning Function the necessary data and tools to perform its planning function, a project have to be performed in two phases:

Phase 1 to review the improvements and changes needed in the management of personnel information; and

Phase 2 to design and implement a government-wide computerized personnel information system.

Phase 1 - It is recommended that the newly established section in DET Personnel Information and Establishment Control (together with the MSD and suitable technical assistance from the Ministry of Health), undertake a study to review the improvements and changes needed in the management of personnel information, including: (i) reviewing the accuracy, currency, and accessibility of current hard-copy records to determine the extent to which these records could be a basis for a modified personnel information system; (ii) reviewing and suggesting improvements in the current systems and procedures for maintaining these personnel records, to whether information is accurate and updated on a departmental, ministry, and government-wide basis; and (iii) providing user training and information on current systems and procedures, based on the Ministry of Heal: personnel information system, developing the data element requirements for a Government-wide personnel information system.

The objective of this project should be to retain minimum essential staff information, rather than holding data for esoteric statistical analysis. Information is more likely to be maintained accurately if everyone can see clear justification for doing so; and simple information facilitates effective monitoring. Ideally, in the long-term, management in the ministries may be able to see the link between staff development and the accomplishment of their own objectives.

Phase 2 - Once existing data has been reviewed and the essential data elements identified, a phase 2 project should be established to design and implement a government-wide computerized personnel information system under a task force headed by a personnel management information specialist, and team members from MSD, the Personnel Information and Establishment control Section, and representatives from the Ministry of Health.

Steps in the project involve: (i) identifying new data elements (over and above existing personnel information) that need to be collected; and developing a method of collection; (ii) reviewing the computerized manpower planning system in the Ministry of Health to assess whether the system configuration and procedures can be applied on a government-wide system, and at what cost; (iii) designing the system for approval by the Civil Service Commission; (iv) developing a detailed phased implementation plan; (v) identifying the resources needed to implement the system, which are likely to include an experienced personnel management information specialist for three years; two Swazi counterparts for three years; two

staff years of an experienced computer specialist; three years of a project secretary; administrative support; SIMPA orientation and training; a steering committee of line management representatives, MSD, establishment control and personnel records; and the necessary hardware for the 13 ministries and three departments.

ANNEX 14

Position Structure in MSD

	Position 1986		Authorized	Recommended Positions To Be Recruited or Filled
	Authorized	Vacant		
Director (Acting Director)	1	-	1	-
Senior Management Service Officer	3	-	5	2
Management Service Officer	6	2	6	2
Senior Assist. Management Service Officer	4	3	5	4
Assist. Management Service Officer	<u>5</u>	<u>5</u>	<u>5</u>	<u>5</u>
Total	19	10	21	13

SWAZILAND GOVERNMENT - MANAGEMENT SERVICES DIVISION

JULY 1985

GRADE

24

DIRECTOR,  
MANAGEMENT  
SERVICES DIVISION

PERSONAL SECRETARY

SHORTHAND/TYPIST

22

SENIOR  
MANAGEMENT  
SERVICES OFFICER

SENIOR  
MANAGEMENT  
SERVICES OFFICER

20

MANAGEMENT  
SERVICES  
OFFICER

MANAGEMENT  
SERVICES  
OFFICER

MANAGEMENT  
SERVICES  
OFFICER

MANAGEMENT  
SERVICES OFF.  
(EXPATRIATE  
ADVISER)

MANAGEMENT  
SERVICES  
OFFICER

MANAGEMENT  
SERVICES  
OFFICER

MANAGEMENT  
SERVICES  
OFFICER

18

SENIOR ASSISTANT  
MANAGEMENT  
SERVICES  
OFFICER

16

ASSISTANT  
MANAGEMENT  
SERVICES  
OFFICER

NOTE: GRADE 16 - DIRECT ENTRY - DEGREE HOLDERS ONLY ADMITTED.  
GRADE 20 - EQUATES TO SENIOR EXECUTIVE OFFICER LEVEL U.K. CIVIL SERVICE (EXPATRIATE ADVISER IS SECONDED SEO FROM U.K. CIVIL SERVICE).  
GRADE 22 - EQUATES TO PRINCIPAL EXECUTIVE OFFICER LEVEL U.K. CIVIL SERVICE OFFICER.  
GRADE 24 - EQUATES TO ASSISTANT SECRETARY OFFICER LEVEL U.K. CIVIL SERVICE.

Career Planning and Staff Development in Management Services Division

<u>YEAR</u>	<u>TITLE</u>	<u>DEVELOPMENT ACTIVITY</u>	<u>DURATION</u>	<u>OBJECTIVE</u>
0	A.M.S.O.	--	--	University graduates with 2-3 years experience
1	A.M.S.O.	- On the job training under close supervision of a S.M.S.O.	12 months	Give an appreciation of Management Services work
2	A.M.S.O.	- Short program on O&M and job evaluation - On-the-job training	3 months	Give some tools
		- On-the-job training	9 months	Give project experience
3	S.A.M.S.O.	- On-the-job training reporting to a S.M.S.O.	12 months	Get experience in handling their own short assignment
4	S.A.M.S.O.	- Post-graduate Diploma Program abroad	9-12 months	Give tools and technique and general understanding of management consulting
5-9	S.A.M.S.O.	- On-the-job training under guidance of a S.M.S.O.	3-4 years	Develop enough maturity to move to a M.S.O.
9-15	M.S.O.	- On-the-job training specialised courses	3 months	Head up studies, require professional management consulting talks
15	S.M.S.O.	- On-the-job training - Attachment to professional management consulting organizations	9-12 months	Experience how other organizations go about their management service work
15	Promotion to Management positions in the government			

Syllabus of the B Com Degree: University of Swaziland

- Year I**      **Financial Accounting I**  
**Introduction to Commerce**  
**Economic Principles and Problems**  
**Communication Skills**  
**Principles of the Law of Contract**  
**Elementary Quantitative Methods**  
**Elementary Statistics**
- Year II**      **Financial Accounting II**  
**Business Administration**  
**Commercial Law I**  
**Micro-economics**  
**Macro-economics**  
**Social and Economic Geography**  
**Introduction to Statistics**
- Year III**      **Management Accounting I**  
**Financial Accounting III**  
**Commercial Law II**  
**Law of Business Association**  
**Organizational Behavior and Industrial Statistics**  
**Economic Theory and Analysis**  
**Development Issues**
- Year IV**      **Management Accounting II**  
**Financial Management**  
**Auditing and Investigations**  
**Taxation**  
**Marketing Management and Research**  
**Plus Optional Economics Course**

UNIVERSITY OF SWAZILAND

COMPARATIVE REVENUE AND EXPENDITURES

ACTUAL 1984/85 APPROVED BUDGET 1985/86 AND ESTIMATES 1986/87

(E 000)

<u>REVENUE</u>	<u>ACTUAL</u>		<u>BUDGET</u>		<u>ESTIMATES</u>	
	<u>1984/85</u>		<u>1985/86</u>		<u>1986/87</u>	
	<u>E</u>	<u>%</u>	<u>E</u>	<u>%</u>	<u>E</u>	<u>%</u>
Basic Tuition Fees	113.0	5.5	635.0	9.8	1055.0	11.6
Other Fees	479.5	8.4	291.0	4.5	179.0	2.0
Other Revenues	366.7	6.5	210.0	3.3	212.0	2.4
Government Subvention	3483.0	61.2	4136.4	64.1	5965.6	65.8
Hostels & Refectories	1045.7	18.4	1182.1	18.3	1649.0	18.2
	<u>5687.9</u>	<u>100.0</u>	<u>6454.5</u>	<u>100.0</u>	<u>9060.6</u>	<u>100.0</u>
 <u>EXPENDITURE</u>						
Agriculture	956.9	16.1	965.9	15.0	1269.2	14.0
Education	249.5	4.2	214.8	3.3	316.0	3.5
Humanities	316.0	5.3	336.5	5.2	372.3	4.1
Social Science	591.7	10.0	619.9	9.6	754.1	8.3
Science	600.7	10.1	665.3	10.3	818.0	9.0
Extra Mural Studies	144.6	2.4	146.9	2.3	164.0	1.8
Library	297.2	5.0	288.6	4.5	365.5	4.0
Administration/Planning	915.0	15.4	998.2	15.4	1181.9	13.1
Maintenance/Transport	694.7	11.7	774.3	12.0	758.5	8.4
Hostels & Refectories	1177.1	19.8	1444.1	22.4	1739.5	19.2
Salary increases	-	-	-	-	892.8	9.9
Workshop (profit)	(4.5)				-	-
New positions					428.0	4.7
	<u>5978.9</u>	<u>100.0</u>	<u>6454.5</u>	<u>100.0</u>	<u>9060.6</u>	<u>100.0</u>
Operating deficit for yr.	<u>(251.0)</u>					

HM/ta  
UNISWA  
07/06/85.

Recurrent Expenditures FY 1984/85 Faculty of Social Science  
(Actual)

No. of Students

University: 900

Faculty of social science: 451

Department of business studies and accounting: 165 (82 in diploma program)

Unit cost (university): E 6,598.80 (US\$3,299.40 equivalent)

<u>Account Name</u>	<u>Faculty of Social Science</u>				<u>Department of Accounting and Business Studies</u>			
	<u>Emalangeni</u>		<u>Emalangeni</u>		<u>Emalangeni</u>		<u>Emalangeni</u>	
	<u>Amount</u>	<u>%</u>	<u>Unit Cost</u>	<u>%</u>	<u>Amount</u>	<u>%</u>	<u>Unit Cost</u>	<u>%</u>
Academic salaries	427,042	72.2	946.00	20.0	78,699	69.5	477.00	11.6
Non-academic	12,909	2.2	28.60	0.6	4,719	4.2	28.60	0.7
Pension & gratuities	104,570	17.7	231.90	4.9	21,494	19.0	130.30	3.2
Allowances	24,302	4.4	58.30	1.2	6,622	5.8	40.10	1.0
<b>Total staff cost</b>	<b>570,823</b>	<b>96.5</b>	<b>1,265.70</b>	<b>26.7</b>	<b>111,534</b>	<b>98.5</b>	<b>676.00</b>	<b>16.5</b>
Office expenses	20,888	3.5	46.30	1.0	1,682	1.5	10.10	0.3
<b>Total</b>	<b>591,711</b>	<b>100.0</b>	<b>1,312.00</b>	<b>27.7</b>	<b>113,216</b>	<b>100.0</b>	<b>686.10</b>	<b>16.7</b>
<u>Common Services</u> <sup>1/</sup>								
Library			330.20	7.0			330.20	8.0
Univ. admin & planning			1,015.70	21.4			1,015.70	24.7
Maintenance			771.90	16.3			771.90	18.9
Hostel & refectory			1,307.80	27.6			1,307.80	31.9
<b>Total common services</b>			<b>3,425.60</b>	<b>72.3</b>			<b>3,425.60</b>	<b>87.7</b>
<b>Grand total</b>			<b>4,737.60</b>	<b>100.0</b>			<b>4,111.70</b>	<b>100.0</b>
<b>US\$ equivalent</b>			<b>2,368.70</b>				<b>2,059.90</b>	

Source: Recurrent estimates of revenues and expenditures  
University of Swaziland - July 6, 1985.

<sup>1/</sup> Common Services are these services common to the University.

Summary of SIMPA's Current Program Listing - 1985

<u>PROGRAM</u>	<u>TARGET GROUP</u>	<u>LENGTH</u>
<u>Orientation and Refresher</u>		
Induction Course for Diploma Graduate New Entrants	Diploma and Graduate New Entrants Grade 14 and above	4 weeks
Introduction to Industrial Relations in Swaziland	Private Sector Managers, Civil Service Managers, Personnel Specialists	2 weeks
Accountancy Induction Course	Government employees to prepare for basic Pilman's Institute Intermediate level	6 months
<u>Seminars and Workshops</u>		
General Management	Civil Service employees, Grade 20 and above	4 weeks
Planning and Management of Projects	Project Analysts, Planning Officers, Project Managers, Grade 16 and above	4 weeks
Financial Management and Budgeting	Senior Public Service Managers, Senior Accounting Officers, Officers responsible for preparing Budgets, Grade 18 and above	4 weeks
Training of Trainers for Extension Officers	Extension Officers, Trainers in Government and Parastatals, Grades 16 to 20	4 weeks
Accountancy Course	Full time members of Government accountancy cadre, grades 10-14. (Follows Induction Course)	4 weeks
Supervisory Skills for Extension Officers	Extension Officers, Grades 16-19	4 weeks
Intermediate Industrial Relations	Personnel specialists from Private and Public Sector, Union and Management Representatives, Labor Department Officers (Follows Introduction Program)	2 weeks

Summary of SIMPA's Courses - 1983-84

<u>PROGRAM</u>	<u>TARGET GROUP</u>	<u>LENGTH</u>
<u>Department Specific Courses</u>		
Managing Educational Institutions	Inspectors, District Education Officers, Deputy Headmasters, Headmasters (grade 18 and above)	2 weeks
Sorting Office Course	Temporal Sorters Grade 6	5 weeks
Advanced Postal Course	Postal Officers Grade 10	12 weeks
Postal Supervisory Training Course	Postmaster II Grade 13	5 weeks
<u>Miscellaneous Courses</u>		
Word Processing Theory and Practice	Personal and Senior Personal Secretaries to prepare for Pitman's Examination	3 weeks
Understanding Computers	Experienced information processors, grades 14 and above	3 months

SIMPA - Recurrent Expenditure 1984/85 - 1985/86

	1984/85 Actuals E	Percent	1985/86 Estimate E	Percent
Academic staff	47,424	14	104,568	26.3
Non-academic staff	<u>59,736</u>	<u>17.7</u>	<u>73,520</u>	<u>18.5</u>
Total salaries	<u>107,160</u>	31.8	<u>178,088</u>	44.8
Transport	24,000	7.1	24,000	6.0
Services	31,000	9.2	30,000	7.6
Consumables	165,000	48.9	146,000	36.7
Office household furniture	<u>10,000</u>	3.0	<u>19,200</u>	4.8
Grand total	<u>337,160</u>	100.0	<u>397,298</u>	100.0
Unit cost per participant day (a)	132,01		155,60	
Unit cost per full-time equiv.(b)	12,967.70		15,280.70	
US\$ equivalent	6,483.80		7,640.30	

Source: Budget documents and Bank staff calculations

Note:(a) Participant days = No. of days of classes x No. of participants  
This amounted to 2,554 in 1984.

(b) Based on 26 students a year for 22 weeks.

The Board shall consist of--

- (a) The Chairman appointed by the Minister from amongst the members appointed by him under paragraph (e);
- (b) the Director;
- (c) the Deputy Director;
- (d) a person nominated by an associated institute;
- (e) not more than 7 members appointed by by the Minister of whom --
  - (i) not more than 2 shall be persons who hold public office;
  - (ii) a person with experience in the operation of parastatal organisations;
  - (iii) a person with experience in training and management development;
  - (iv) a person with experience in higher education;
  - (v) not more than 2 persons who are not public officers who have knowledge and experience relevant to the Institute programmes.

Other Management Training Organizations in Swaziland

1. Mananga Agricultural Management Centre (MAMC). MAMC is sponsored by the Commonwealth Development Corporation (CDC) which covers about 1/3 of the fees. MAMC, as an international institution, has relatively limited capacity for BLS students. Of the 973 students who attended long courses from 1973 to 1983, there were only 57 from Swaziland, 22 from Botswana, and 31 from Lesotho. Far more Swazis (316) attended shorter courses, while short course attendees from Botswana (31) and Lesotho (41) remained modest. 85% of MAMC's participants are African (45% Central and Southern), and 15% international, including the Caribbean and South Pacific Islands. (For a more detailed description of participant numbers at MAMC, see page --- of this Annex. Course offerings at MAMC include Financial Management emphasizing, understanding, and using financial information, analyzing financial statements, ratio analyses, management accounting, preparation of budgets, financial costs, and introduction to such tools as planning, programming, and budgeting and zero base budgeting; i.e. focus is on pragmatic managerial use of financial information and techniques. All the "base courses" (given three times a year) are management-related, involving a third of the time on each of the following : management skills and economics; behavioral studies, teamwork, ground dynamics, human resources, organization development and; project-related focused on participants' situations. Courses involve participant-developed case studies, and use is made of computer-based business techniques, and a variety of audio-visual tools. Program methods are highly participatory, interactive, process-oriented, and informal. MAMC's chief difficulties are administrative, participant travel, and organizing clearance and passports for participants. MAMC also experiences problems when programs are sponsored by a variety of sources. MAMC's estimated income for last year was (Emalengeni) 1,054,000 and estimated expenditures were E1,383,000 with CDC covering the deficit. Overall impression of MAMC was that of modern, well equipped and professionally operated management training institution using a variety of techniques to deliver what appears to be a sound curriculum.

2. Swaziland Management Training Advisory Council (MANTRAC) was established in 1982 to stimulate interest in management training, to maximize the facilities of Swaziland's several training organizations and to coordinate their activities. MANTRAC is an advisory and informal body, appealing to anyone who is interested in management improvements. MANTRAC's Chairman in 1985 is Regional Manager of both Swaziland Brewers Ltd. and Swaziland Beer Brewers Ltd. and its secretary is Management Training Advisor at the University of Swaziland, Division of Extra-Mural Services (DEMS). MANTRAC is compiling a "Swaziland Directory of Management Courses and Training Services", which will be made available to any employer, to institution, organization, management trainee or management aspirant (1) identify areas of duplication and training gaps; and (2) advertise management training that is available.

3. Cooperative Development Centre (CODEC) is a joint project of the Government of Swaziland, the International Labour Organization of the United Nations (ILO), and the Swedish International Development Authority (SIDA). Completed in 1976, CODEC provided residential training for elected leaders and staff of the Cooperative Movement, Supervisory Personnel of the Department of Cooperatives, and Cooperative Trainees in general. CODEC also acts as a business advisory and extension service for the country's cooperatives. CODEC courses vary in duration from a few days to three months, the majority being one to three weeks. Examples include: Cooperative Management Level I (three months), Marketing of Agriculture Produce (three weeks), Workshop on Member Education (two weeks), Accounting Course (one week), Consumer course (one week), etc.

4. Executive Development (Africa) - EDA is a management consulting and training organization, founded by an African consultant with international experience. EDA runs short courses/workshops at various centres in Swaziland, as well as specially tailored courses to meet the requirements of client companies/organizations. Courses include topics such as Training of Trainers, Team Building Skills, Basic Supervisory Skills, Policy Clarification Workshop for Managing Directors, Appraisal Skills, Man Management Skills. EDA also offers a wide range of management consultancy services.

5. South African Development Consultants (SADCON) is a group of specialists providing management training and organization development consultation in Southern Africa, with its head office in Maseru, Lesotho, and a Resident Director in Mbabane, Swaziland. It offers short courses at various centres in Swaziland, and provides specially designed courses, on topics including Management, Development, Small Enterprises Development, Corporate Finance, Non-Governmental Organization Development, Public Administration and Management. Because of its regional structure, SADCON provides a specialized approach to the utilization of development assistance funds received by the developing countries of Southern Africa. SADCON does not have institutional facilities in Swaziland, but uses hotels, company premises, and other accommodation. As necessary, accommodation is taken at hotels, at clients' premises or through other organizations.

6. Small Enterprises Development Company (SEDCO) is a parastatal under the Ministry of Commerce, Industry, Mines and Tourism, established in 1970 to assist local entrepreneurs, by offering technical and financial assistance, and training. Training includes short and long term courses in business methods, runs normally for three days a week for a month, and covering marketing management, financial management, production management and personnel management. Long courses, offered to would-be entrepreneurs, are typically run in the evening, 3 hours every week, for a period of 8 weeks, and cover: the business plan, the entrepreneur, selecting your business, market research and analysis, marketing strategy, sales forecast, selecting the business form, entrepreneurial/managerial leadership, book-keeping and financial projections, taxation, obtaining capital, law and regulations, functions of management.

7. Swaziland Institute of Personnel and Training Management (SIPTM) is a professional body of practitioners in personnel management and/or training. SIPTM's objectives emphasize: (a) the development of Personnel

and Training practitioners in Swaziland; (b) the promotion of managerial, commercial, industrial, and technical training in Swaziland; and (c) the promotion of educational training courses, workshops, conferences, and seminars to develop skills and professional standards. The Institute works closely with the University of Swaziland (UNISWA). SIPTM conducts at least two open management workshops per year, holds an open annual Convention. Quarterly meetings, with Guest Speakers on current management topics are attended by Members only.

DETAILS OF CURRENT ACCOUNTANCY TRAINING IN SWAZILAND

- (a) Swaziland College of Technology (SCOT) Currently offers:
- Bookkeeping (18 months) - basic bookkeeping at the Pitmans Intermediate level.
- (b) Swaziland Institute of Management & Public Administration (SIMPA) Currently offers:
- Accountancy Induction Course (6 months) aimed at bookkeepers in the civil service, and prepares students for the Pitmans Intermediate examination.
  - Accountancy Course (4 weeks) to prepare graduates of the Induction course to enter more advanced programs such as Certificate in Business Studies, and Institute of Certified Bookkeepers.
  - Financial Management & Budgeting (4 weeks) aimed at Budget and Accounting Officers from Grade 18 upwards, and deals with budgeting, planning, and financial resource management methods in government.
  - SIMPA is also planning to introduce the AAT I and II in September 1986, and AAT III in September 1987. In August 1986 they plan to offer an "ACCA Foundation Course."
- (c) Institute of Development Management (IDM) currently offers:
- Accounting I (3 weeks, 4 programs: 2 in Swaziland, one each in Lesotho and Botswana) aimed at Finance Officers and Accountants, - basic accounting skills.
  - Accounting II (3 weeks, 4 programs: 2 in Lesotho, 1 in Swaziland, 1 in Botswana) aimed at graduates of Accounting I, - intermediate accounting skills.
  - Certificate in Finance Management Part 1 (9 weeks, one program, Swaziland) for graduates of Accounting II - preparation for 1st part of AAT examination.
  - Certificate in Finance Management, Part 2 (9 weeks, one program, Swaziland) for graduates of Certificate Part 1, or those with exemption from AAT part 1 - preparation for 2nd part of AAT examination.
  - AAT Level II Examination Preparation (4 weeks, two programs, Swaziland) intensive examination preparation for 2nd part of AAT examination.

- AAT Level III Optional Papers (5 weeks, one program, Swaziland) intensive preparation for compulsory AAT papers in Financial Accounting, and Cost & Management Accounting.
- Internal Auditing (2 weeks, one program, Lesotho) - a foundation for accountants in modern internal auditing concepts.

(d) University of Swaziland current offers:

- Certificate in Accounting & Business Studies (2 year part-time, administered by Department of Extra-Mural Studies) - aims to prepare students in basic bookkeeping skills.
- Diploma in Accounting & Business Studies (2 year full-time - a part-time diploma is also offered by DEMS) - aims to prepare students up to the technicians level.
- Bachelor of Commerce Degree (4 years) with accountancy modules in each year, aiming to introduce students to the basic concepts and techniques of accounting. The degree intends to provide exemption from part one of the ACCA examinations.

(e) Professional Level Studies: Swazi students preparing for professional level accountancy examinations, generally study by correspondence courses, often through UNISA. A few are sent abroad to qualify.

Management Consultant: Terms of Reference

Objective:

This two year attachment is intended to provide support to the Swaziland Government in carrying out a program of reform in the civil service management. The person will be attached to the Ministry of Labour and the Public Service, to help oversee the program of change under the sponsorship of the Head of the Civil Service.

Responsibilities:

- 1) To act as a facilitator to the Steering Group of Principal Secretaries responsible for reviewing the change program and making policy decisions.
- 2) To act as a member of a Working Group of selected Principal Secretaries responsible for the design and implementation of the change program.
- 3) To give management consulting guidance and technical support to the Management Services Division which will be the implementing agents of the change program.
- 4) To take specific responsibility for components relating to management improvement as prioritised by the Steering Group.
- 5) To help ensure that the implementation program remains on track and to monitor problems and delays.
- 6) To give trouble shooting assistance where needed.
- 7) To keep senior management informed of the progress being made at specific intervals.
- 8) To develop clear criteria for evaluating the success of the change program and for evaluating the program against these criteria.
- 9) To prepare and submit a formal report to the Steering Group describing what has been accomplished, and the areas that remain to be addressed.

Qualifications:

1. Some experience of public sector management issues in developing countries, preferably the Southern Africa Region.
2. Management Consulting experience especially in large organizations and with senior managers.
3. Familiarity with development and sectoral issues facing Civil Service administrations in developing countries.
4. Formal qualifications in management, or management consulting skills, or behavioral science.
5. Personal maturity and interpersonal skills so as to be able to work effectively with senior managers.

