Republic of Zimbabwe

Zimbabwe Institute of Public Administration and Management (ZIPAM)

By Dr. Callistus Dingiswayo Ndlovu, Director General, ZIPAM

Zimbabwe
2002
1. **Background**

The Zimbabwe Institute of Public Administration and Management (ZIPAM) was established in 1984 as a premier institution responsible for designing and implementing training, consultancy and research for the civil service, local authorities and parastatals. In 1984, ZIPAM came into being mainly concerned with capacity problems of new civil service entrants who had been recruited into the civil service after 1989 when Zimbabwe became independent. But in 1987, the government of Zimbabwe set up a Public Service Review Commission (PSRC) to:

1. “Examine structures and functions of Ministries and make recommendations to enhance their effectiveness and efficiency and the most economic use of manpower.
2. Examine the controls in operation for safeguarding public funds and other public property.
3. Determine whether the present policy in regard to the training of public servants and the institutions established to undertake this task are adequate to meet present and future needs.”

The Public Service Review Commission presented its report to His Excellency the President R.G. Mugabe in 1989. Among other things, the PSRC recommended that “An appropriate strategy for management development be prepared by government.” The commission further recommended that “Priority for Management Development should be top management.” On the role and status of ZIPAM, the commission recommended that “The government consider establishing ZIPAM as a semi-autonomous public body, accountable to the Ministry of Public Service.” The PSRC concluded this aspect of their report by placing ZIPAM at the centre of the training programme. “We would expect much of the responsibility for training as an integral part of management to fall to ZIPAM.”

It is also worth noting that on Financial Management in government, the PSRC called for improvement in audit training, financial management training and budget management. It is not by accident that these topics constitute core areas in ZIPAM’s Public Sector Management Division.

The work of the PSRC was funded by the government of Sweden and other donor countries. But the role of Swedish aid to both the PSRC and ZIPAM played a pivotal role in the transformation of ZIPAM. Through SIDA, the government of Sweden funded the development and implementation of the Management Development Programme (MDP) whose long term objective has been to develop and run management training and development programmes for managers in the civil service in order to enable them to perform their duties efficiently and effectively. SIDA also funded the development and implementation of financial management and auditing courses in the civil service whose long term objective has been to improve the management and control of public expenditure in Zimbabwe. SIDA also funded the transformation programme of ZIPAM into a parastatal. The long term objective of the latter was to enable the Institute to run a viable parastatal.

In 1991 the Parliament of Zimbabwe enacted the ZIPAM Act which defined explicitly the role of ZIPAM in administration and management development. Under this act of Parliament, the Institute is expected to:
1. promote, assist and encourage the development of skills in administration and management by cooperation with individuals, organisations, and institutions in the coordination of any projects aimed at improving managerial skills;
2. provide training courses in public administration and management to both the public and private sectors of Zimbabwe and encourage the exchange of ideas in administration and management between the public and private sectors;
3. provided consultancy services to the government, parastatal, local authorities and, with the approval of the Board of Governors, to any interested persons, organisations or institutions;
4. gather, document, and disseminate to government, parastatal, local authorities and the private sector, information relating to administration and management and give advice in relation thereto;
5. undertake any research projects and publish any matter relating thereto;
6. cooperate with persons, organisations or institutions in any other part of the world in matters of administration and management;
7. make donations and grants or award fellowships or any other similar awards to any person for the enhancement of skills in administration and management; and
8. charge fees in respect of services rendered by it.

The enactment of the ZIPAM Act in 1991 set the process of transforming the Institute from a Ministry Department to a parastatal. This transformation was part of the economic reform programme, the Economic Structural Adjustment Programme (ESAP), which the government adopted in 1991. In line with public sector reforms which were underway, ZIPAM became a parastatal in 1993. The transformation of ZIPAM into a parastatal was part of an overall aid package between SIDA and the government of Zimbabwe. The objective of transforming ZIPAM into a parastatal was to assist the Institute in improving its internal administration. Thus SIDA aided projects included:

- development of new administrative and management systems;
- developing new costing systems for ZIPAM services;
- management systems for the hotel section of the Institute;
- training of the senior administrative staff of the Institute;
- training of ZIPAM professional staff and attaching them to Swedish institutions;
- organization of top level conferences on efficiency and effectiveness in civil service.

As already stated above, the long term objective of the project to transform ZIPAM into a parastatal, was to develop management systems which would enable the Institute to run as a viable business entity. After this had been put in place, the Institute turned to the product it was selling to its clients. In other words, ZIPAM began to examine its training, consultancy and research competences.

2. **The Balogun Report**

At the request of ZIPAM’s management, Professor M.J. Balogun, Senior Regional Advisor, Policy Management and Institution Reform, undertook a mission to ZIPAM in May 1993. The Terms of reference of the Balogun Mission were to:

- examine the mandate, functions and roles of ZIPAM;
- trace the impact of the policy environment on the work of the Institute;
• propose an organizational structure which will enable the Institute to carry out its functions and meet new challenges and demands;
• prepare detailed job descriptions outlining the duties and responsibilities of the core staff, and, drawing on the experiences of similar institutes in other countries, specify the qualifications and experience required for various positions;
• recommend, where possible, new sources of funding the Institute’s activities;
• submit any other recommendation or observation which accord with the Institute’s new status as a parastatal.

The most significant recommendation to come out of the Balogun Report was the recommendation that the existing four divisions, viz.

• Development Planning and Management;
• Financial Management;
• Human Resources Management;
• Local Government Studies.

be replaced by the following:

• Division of Policy and Strategic Studies;
• Division of Public Sector Management;
• Division of Business/Private Enterprise Studies;
• Women In Development Programme;
• Consultancy Unit;
• Administrative and Finance Division.

The Balogun recommendations were accepted by Management with minor amendments. Resulting from the report, ZIPAM now has the following Divisions:

• Division of Policy and Strategic Studies;
• Division of Public Sector Management (now includes finance, auditing and procurement);
• Division of Management Development Studies;
• Division of Business/Private Studies;
• Gender Unit;
• Health Unit;
• Research United Nations.

3. **ZIPAM’s Training and Research Programmes**

Each division or unit has developed its own separate training programme although these programmes are integrated in the Management Development Programme (MDP) in which all divisions pull their competences to train the civil service for an MDP Certificate. Before we examine the MDP it is perhaps better to show what each division offers by way of training.

**Policy and Strategic Studies (PSS)**

Under the leadership of the office of the Director General, this division plans and executes senior level policy seminars for Ministers, Permanent Secretaries, Members of Parliament,
local authorities, heads of parastatal and captains of industry on topics like privatisation, productivity, fiscal and monetary policy. In addition to seminars on macro-policy issues that impact on the development of the country the division also offers micro-courses to middle and senior managers on topics listed in our brochure ranging from policy analysis and planning skills to specific policy issues like environmental impact assessment for development projects, techniques of participatory rural appraisal, good governance and parliamentary democracy, etc.

**Division of Public Sector Management (PSM)**

The Public Sector Management Division is responsible for general administration, budget preparations, accounting for funds, inventory management, maintenance of grounds and property, supervision of accommodation and catering facilities. Specific courses include:

- internal auditing;
- procurement management;
- prevention of fraud and corruption;
- finance for non-finance management.

**Division of Management Development Studies (MDS)**

MDS operates as a multi-disciplinary unit. It develops and implements general and functional/specialist training programmes for managers in the civil service, parastatal organisations and local authorities. MDS is also responsible for undertaking survey of public service training needs and administers ZIPAM’s management development studies research programme. It also coordinates the Management Development Programme (MDP). The staff of the division participate in the identification, planning and implementation of ZIPAM’s Consultancy projects.

**Business/Private Sector Management Division (BPS)**

The Business/Private Sector Management Studies Division (BPS) is responsible for identifying the training needs of organised and informal private sector. It also plans and organises training programmes based on the identified needs. The division projects a good image by offering saleable programmes, eg. Investment analysis, business policy, production and marketing management, salesmanship and advertising, public relations, materials management, business finance, cost accounting, and business law.

In the MDP programmes the BPS contributes private business skills like bench-marking, total quality management and quality circles, productivity improvement, managing in a changing business environment, etc.

**The Gender Unit**

Although the Gender unit is not a Division as such, it operates autonomously under a coordinator. It offers courses that range from gender awareness to women in management. It has also been involved in the tailor made programmes with the Zimbabwe Republic Police, the Zimbabwe National Army, Zimbabwe Parliament, etc.

The Health Unit
This unit falls under the Management Development Studies (MDS) because it focuses largely on health administration.

**Education Unit**

The Education Unit handles issues related to management and policy in Education.

The Management Development Programme

As has been stated above the Management Development Programme (MDP) was established with SIDA funding to develop and run management training and development programme for managers in the civil service in order to enable them to perform their duties efficiently and effectively. The MDP offers five (5) levels of training, namely,

- Middle Management Development Programme
- Senior Management Development Programme
- Top Management Development Advisors Programme
- Women In Management

**Middle Management Development Programme (MMDP)**

- Introduction to management;
- Management of human, financial and material resources;
- Policy formulation and implementation;
- Participants are required to complete a project work in their Ministries and report on the action project and prepare personal action plans.

**Senior Management Development Programme (SMDP)**

The objective of SMDP is to provide forum for Deputy Secretaries to share ideas and experiences in the management of government business. It focuses on specific issues of contemporary nature like ESAP, Civil Service Reforms, Privatisation, etc. It enables Deputy Secretaries to manage change.

**Management Development Advisors Programme (MDAP)**

The objective is to develop capacity in Ministries to manage the training function effectively and to improve coordination between ZIPAM and Ministries in the organization of training. The programme focuses on:

- identification of training needs;
- setting training objectives;
- management of training;
- evaluation of training.

**Women in Management (WIM)**

The aim is to provide regular learning opportunities to women managers in the Public Service.
Top Management Development Programme (TMDP)

TMDP is targeted to Permanent Secretaries and Chief Executives of Parastatals, private sector organizations and local authorities. TMDP includes top level policy seminars. In this, ZIPAM works closely with the Public Service Commission and the Office of the President and Cabinet.

Consultancy and Research

Consultancy in each division or unit is done in the form of marketing programmes on offer. Hence ZIPAM does not have a consultancy unit standing on its own to market the Institute’s programmes globally.

At the beginning an attempt was made to create a research unit. But owing to falling revenues, the scheme was abandoned and research was assigned to divisions. But because of pressures put on divisions to meet quarterly targets prescribed by the Budget, staff have found it difficult to undertake research as it had been envisaged in the original scheme of things. As a result the research done in each division has been reduced to training needs analysis or assessment, with individual staff members continuing to do research for their specific areas of competency.

New areas of Interest at ZIPAM

ZIPAM has begun to train some of its staff on topics of current interest like conflict resolution, democracy and good governance. Recently a senior staff member attended a Training to Trainers’ course on Conflict Resolution at the University of Cape Town. ZIPAM has since agreed to coordinate workshops on the subject sponsored by the United Nations Development Programme (UNDP).

ZIPAM has participated in the Training of Trainers Programme on “Project Management for Food Security and Poverty Reduction Projects.” Sponsored by the Southern African Development Community (SADC).

In collaboration with the National University of Science and Technology (NUST) and the Public Service Commission (PSC), ZIPAM offers a Post Graduate Diploma In Public Management (PGDPM). This is a joint ZIPAM-NUST certificate for middle managers, which the government of Zimbabwe has adopted for purposes of promotion in the civil service. The curriculum of the diploma is largely drawn from ZIPAM’s Management Development Programme (MDP).

Partnership with civil society organizations

ZIPAM is a member of the Chamber of Zimbabwean Industries (CZI), the Zimbabwe National Chamber of Commerce (ZNCC) and the National Economic Consultative Forum (NECF).

Strategic Alliances

Since its founding ZIPAM has had a mutual beneficial relationship with SIPU International which assisted ZIPAM in its transformation from a department of a Ministry to a parastatal.
The Deutsche Stiftung für International Entwicklung (DSE) has been a strategic partner for years. The two have cooperated in capacity building environmental studies and New Public Management. A number of ZIPAM’s staff have been trained by the DSE in Germany.

ZIPAM has a cooperation agreement with the World Bank Institute (WBI). Six ZIPAM staff members have attended courses in Washington, DC. Sponsored by the WBI.

4. **Conclusion**

In the last few years, the programme of restructuring and reform at ZIPAM has been hampered by the negative economic environment which has adversely affected revenue as the Institute’s clients have found it increasingly difficult to afford the escalating costs of training. The decline in business at ZIPAM has meant that the Institute’s Strategic Plan of 1999 to 2001 could not be implemented fully, resulting in the partial implementation of the Institute’s staff development programme. It has also been suggested that the commercialisation of ZIPAM, after it became a parastatal, might have gone too fast for an imperfect market like that of Zimbabwe. The termination of the government grant came when ZIPAM was not ready to face the competitive world in an imperfect market. This is why the 2003 National Budget has restored the grant to the Institute without compromising its parastatal status. It is hoped that with this restoration of the government grant the Institute will review its programme of restructuring, particularly in staff development, consultancy and research.