I- THE GENERAL STRUCTURE OF PUBLIC ADMINISTRATION

1.1- THE STATE AND ITS CONSTITUTIONAL BASIS

According to the Constitution of the Republic of Zimbabwe there exists public service which is responsible for the administration of the country. The public service consists of people who work for the State excluding:

a) members of the defence forces, the police service or the prison service;
b) judges;
c) anyone else whose office or post is stated by the Constitution or an Act of Parliament, not to form part of the public service.

An Act of Parliament provides for the organization, administration and discipline of the public service, including the appointment of persons to posts or grades in the service, their removal from office or reduction in grade, their punishment for misconduct and the fixing of their conditions of service. The Act provides for the Public Service Commission, which is responsible for the organization, administration and discipline of the public service.

There are three tiers of administration, representing:

a) national government;
b) provincial councils;
c) local authorities.

Popularly elected urban and district councils have power to levy rates and taxes and generally to raise revenue for themselves to carry out their responsibilities.

1.2- TRENDS AND DEVELOPMENTS IN PROGRESS

After 1991, the Zimbabwe government introduced civil service reforms whose aim was to align the civil service to the economic reforms that were being implemented. This resulted in the reduction and rationalization of the civil service. The bloated civil service of 180,000 was reduced by 23,000.

II- THE LEGAL DIMENSION OF PUBLIC ADMINISTRATION

2.1- CURRENT LEGAL SYSTEM
Since 1991, the government of Zimbabwe has been implementing an economic reform programme called the Economic Structural Adjustment Programme (ESAP) which has resulted in a great deal of deregulation in the administration field. Although a great deal remains to be done, both the civil service and the economic reforms have gone a long way towards deregulating the administrative system through contracting-out or privatization.

- **"Public bidding"** exists under the Law, under the authority of the National Tender Board.

- **Legal system protecting the citizens against the decisions of public authorities**
  
  - Under the Law, citizens can legally dispute decisions taken by public administration. For instance, ECONET, a cellular company, accused the Tender Board of favouring its rival, TELECEL. The matter was referred to the Supreme Court, which ruled against the Tender Board and granted the licence to ECONET.

  - The Constitution provides for the office of an Ombudsman.

### III- CIVIL SERVICE

#### 3.1- LEGAL BASIS

In Zimbabwe the law provides for a Public Service Commission whose functions include:

- appointing persons to hold posts or grades in the public service;
- fixing and regulating conditions of service of members of the public service;
- ensuring the general well-being and administration of the public service and its maintenance in a high state of efficiency;
- making regulations for any of the purposes set out in their subsection.

#### 3.2- BASIC STATISTICS RELATIVE TO CIVIL SERVICE

- **Total aggregate numbers and total male/female civil servants**
  
  Before the on-going Civil Service Reform Programme was begun in 1992, the Zimbabwe civil service stood at 180,000. The first phase of the reform programme abolished 23,000 posts, effectively leaving 157,000 civil servants. There has been a gradual reduction through rationalization of posts and retrenchment without replacement leaving about 152,000 civil servants. **Two thirds of the civil servants are male** and one third is female.

- **Average academic preparation**
While four years of secondary education still remains the minimum entry qualification, a university degree qualification is preferred.

IV- CIVIL SOCIETY CONFRONTING ADMINISTRATIONS
4.1- CURRENT SITUATION

- **Public opinion polls**: There are no public opinion polls on public administration in Zimbabwe.

- **Common attitudes of the most important media towards public administration**: Independent media is generally critical towards government in general and public administration in particular.

- **Role of non-governmental organizations (NGOs)**: ZIMRIGHTS and the National Constitutional Assembly (NCA) are two very vocal NGOs. ZIMRIGHTS is a human rights organization, and the NCA is a coalition of civic organizations promoting political reforms. Industry, commerce, farming are represented by the Confederation of Zimbabwe Industries (CZI), the Zimbabwe National Chamber of Commerce (ZNCC) and the Commercial Farmers’ Union (CFU) respectively.

- **System for improving citizens’ participation in policy-making of public administration**: In Zimbabwe, there exists a qualified system for the protection of “human rights”. On the whole the government recognizes the legitimacy of human rights groups in the country.

4.2- DEVELOPMENTS IN PROGRESS CONCERNING NGO ACTIVITIES

The **new draft Constitution** would have created a Human Rights Commission and a Media Commission. It was hoped that these two independent commissions would provide more effective protection for human rights NGOs. Unfortunately, the draft Constitution was disapproved in a referendum in February 2000.

V- ETHICS AND THE PUBLIC SERVICE

5.1- CURRENT SITUATION

- **The Legal basis**: The legal basis for crimes committed by civil servants is broadly laid down in the Act which creates the civil service and regulations administered by the Public Service Commission to govern the conduct of civil service on matters of abuse of power, conflict of interest, bribery, trading of inside information etc.
- **The code of conduct:**
  Basically the code of conduct was inherited from the former colonial power, the United Kingdom, although it has been tempered by being recruited into the civil service at independence. This raises questions on the part of those in the opposition, whether the civil service can be completely neutral.

- **Administrative accountability/control and special agencies:**
  The Zimbabwe civil service is accountable to the Public Service Commission. There also exists the 'Ombudsman'.

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**VI- MANAGEMENT AND GOOD GOVERNANCE**

**6.1- CURRENT SITUATION**

Information technology-based management systems have been introduced throughout the civil service system. For instance, government has been training its civil servants in computer-based auditing and value-for-money management. The government has also embarked on contracting-out and other forms of privatization to modernize the civil service.

**6.2- DEVELOPMENTS IN PROGRESS**

Recently measures concerning privatization were adopted.

**VII- SENSITIVE BRANCHES OF PUBLIC ADMINISTRATION**

**7.1- CURRENT SITUATION**

- **Higher Education** is the responsibility of the Ministry of Higher Education, which is responsible for three public universities and several Teacher Training Colleges. There are also three church universities in Zimbabwe run by the Methodists, Seventh Day Adventists and the Catholic churches. The Council for Higher Education is responsible for accrediting institutions of higher learning.

- **Environmental Protection** is important in Zimbabwe. The Ministry of Mines, Environment and Tourism is responsible for all matters relating to the environment, including the protection of wildlife through the Departments of Environment and Tourism, and Parks and Wildlife.

- **Social policies** fall under the Ministry of Labour, Public Service and Social Welfare. Social policies on education and welfare have not been a success as a result of IMF-inspired
economic reforms that have reduced government expenditure on education, health and social welfare.

VIII- GLOBALIZATION

8.1- ADAPTATION OF THE NATIONAL PUBLIC ADMINISTRATION IN ZIMBABWE

The general thrust of Zimbabwe's economic and civil service reforms is to locate the country within the international economic structures by attracting foreign investors, establishing an appropriate legal framework for transnational companies, privatizing certain services and training Civil Servants to acquire special skills for globalization. These have had mixed results because of lack of resources.

8.2- EXISTING SPECIAL PROCEDURE OF POLICY-MAKING WITH REGARD TO THE GLOBALIZATION ISSUES

Zimbabwe has signed trilateral agreements to protect foreign investors. The country also belongs to the SADC, COMESA and the WTO.

IX- THE MOST IMPORTANT CHALLENGE OF THE NATIONAL PUBLIC ADMINISTRATION IN ZIMBABWE

The most important challenge of the national public administration in Zimbabwe is lack of resources to train the civil service and to create a strong base that supports a sustainable economic reform programme.