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REPORT ON THE IDENTIFICATION OF  
CRITICAL AREAS FOR CAPACITY  
REPLENISHMENT IN THE PUBLIC SERVICE

*For*

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## PART ONE

### GENERAL BACKGROUND TO THE STUDY

#### 1.1 INTRODUCTION

This report presents the outcome of the study on the Identification of Critical Areas for Capacity Replenishment in the Public Service. The Government of Malawi (GOM) commissioned the study with financial and technical support from the United Nations Development Programme (UNDP) in response to the recommendations contained in the HIV/AIDS Impact Assessment Study in the Public Service, which was carried out by the Malawi Institute of Management (MIM) in 2001. The study covered five selected institutions, namely; Ministries of Agriculture, Irrigation, and Food Security Education, Science and Technology, Health and Population, Water Development and the Malawi Police Service.

This report outlines the background to the assignment, its objectives, key challenges facing the Public Service in the delivery of core services and the main findings, observations and recommendations as well as the way forward.

The study was carried out from 19 May to 18 June 2003 and focused on ten (10) ministries which were selected by the GoM primarily because of the nature of their services and challenges to meet human resource capacity requirements in the face of the HIV/AIDS pandemic and other chronic factors contributing to the high vacancy levels within the public service. As such, the study covered both institutions that were included during the HIV/AIDS Impact Assessment Study and those that were not in order to establish a more comprehensive picture of the vacancy situation and the areas of critical need for replenishment through UNV deployment and other options. However, it is hoped that the findings of this study reflect the general picture of the prevailing situation within the public service and provide the GoM with a platform to develop an appropriate strategy to address both the short and long-term effects of high attrition rates.

## 1.2 RATIONALE FOR THE STUDY

### 1.2.1 HIV/AIDS Impact Assessment Study Results

As indicated above, in 2001 the Malawi Government commissioned an HIV/AIDS Impact Assessment Study in the Public Service. The study was necessitated by the widespread impact that HIV/AIDS has on development efforts and initiatives and, in particular, the central role that the public service plays in Malawi's development management. The findings of the study indicated that there has been an increasing trend of attrition in the Civil Service between 1990 and 2000. According to the study, the average attrition rate in the five institutions for the whole period was 2.3%. The study also attributed HIV/AIDS as the major factor of attrition through death in the public service. A further revelation was that the highest mortality rates were mainly among technical and frontline staffs that were extensively involved in field travel.

Other areas of concern pointed out in the study were high levels of absenteeism through sickness, funeral attendance, caring for the sick family members – a significant portion being attributed to HIV/AIDS cases, as well as attending to personal matters, lack of basic work materials or resources, lack of transport money and low staff morale. The capacity of the public sector to deliver basic services was further constrained by very high levels of vacancies within the various occupational cadres. A major observation and conclusion of the study was, therefore, that high vacancy levels and increased absenteeism resulted in more workload pressures on available staff; adding to their lot, stress, and burnout and thereby negatively impacting on staff morale in the face of poor conditions of service and incentives.

In view of the foregoing, the study also indicated that there was evidence of a decline in productivity and individual staff performance as well as increased financial costs through HIV/AIDS related mortality, morbidity and absenteeism including training and recruitment costs, funeral costs, death benefits, medical and hospitalisation costs and cost implications of absenteeism. Overall, the erosion of the human resource and financial capacity of the various institutions impacts negatively on the quantity and quality of services provided.

As a way forward, the study made a number of recommendations, which have been grouped into three categories for implementation purposes:

- *The first category, relates to the prevention and mitigation of HIV/AIDS in the work environment. These included specific*

*recommendations to sensitise all members of staff on HIV/AIDS; involve every staff member on HIV/AIDS prevention and mitigation activities and also provide Anti-Retroviral drugs (ARVs) to employees.*

- *The second category relates to improvements in the capacity of the public sector. In particular, it is argued that DHRMD should put in place a mechanism to facilitate fast tracking recruitment system in government operations; a comprehensive incentives package to cater for skills that are difficult to replace and explore possibilities of using UNVs as a short-term measure to replace critical capacities. In addition, the study recommended that government should introduce and institutionalise a performance management or results oriented appraisal system and increase the budget for the Malawi Government Scholarship Fund (MGSF) to cater for the development of critical skills.*
- *The third category of recommendations focused on the improvement of retrieval system in the public sector. In particular, it is recommended that government should put in place information management systems for recording and monitoring morbidity, mortality and absenteeism. Each institution should budget for and record funeral costs.*

### **1.2.2 Implementation of the Recommendations**

In order to implement the above recommendations, Government has put in place appropriate institutional arrangements at two levels. Government has established a Public Sector Steering Committee comprising Principal Secretaries, Heads of Departments and Chief Executives and a Public Sector Technical Committee on HIV/AIDS comprising technical experts. The terms of reference for the two Committees are as outlined at appendix 1. However, one of the immediate issues the Technical Committee proposed for consideration by the Public Sector Steering Committee was to place UNVs in the various institutions, as short-term measure to enhance capacity building in the sector. In this regard, the UNDP and UNV Agency have been approached by the GoM to assist with the identification of the UNVs. To ensure that an appropriate response and strategy is provided, Government in collaboration with UNDP and UNV commissioned this study to undertake a capacity assessment in ten (10) selected public sector institutions which were identified by government as follows:

- *Ministry of Agriculture, Irrigation and Food Security*
- *Ministry of Education, Science and Technology*
- *Ministry of Health and Population*
- *Ministry of Water Development*
- *Ministry of Finance*
- *Ministry of Gender and Community Services*
- *Ministry of Transport and Public Works*
- *Ministry of Housing*
- *Ministry of Labour and Vocational Training*
- *Department of Human Resource Management and Development*

To facilitate the study, Government engaged the services of two Independent Institutional and Management Consultants: Messrs R.T.E. Kamanga, (Team Leader) and C. Alfazema with financial support from UNDP.

### **1.3 OBJECTIVES AND TERMS OF REFERENCE OF THE STUDY**

#### **1.3.1 Overall Objectives**

The overall objective of the study was to enable the GoM through the Department of Human Resource Management and Development (DHRMD) to identify critical human resource capacity needs as well as the demand for UNVs in the public sector. Hence, the results are intended to help government determine informed interventions for addressing the HR needs and utilization of UNVs as a short-term measure.

#### **1.3.2 Terms of Reference**

While the overall objective was to identify priority areas that would require urgent replenishment in the public sector institutions, the specific terms of reference required the Consultants to undertake the following tasks or activities:

- *Review core documents on capacity development.*
- *Consult stakeholders on capacity development in the public sector.*
- *Identify professions or cadres that are affected most.*
- *Suggest appropriate replacement measures and time frame.*
- *Propose long-term capacity replenishment programme.*
- *Develop an appropriate work plan for the placement of UNVs.*
- *Organize a workshop of key stakeholders to critique the draft report.*
- *Finalise the draft report by incorporating the feedback from workshop and stakeholders*

### **1.3.3 Expected Outputs**

The main expected output of the study was a report reflecting critical areas of human resource needs and short and long-term replenishment recommendations to address the situation.

## **1.4 APPROACH AND METHODOLOGY**

### **1.4.1 Approach**

While the terms of reference spelt out the basic approach to the study, the Consultants sought a clear understanding of objective of the study and scope of work from both Government (DHRMD) and UNDP in order to ensure that in addition to the institutions that were initially covered under the HIV/AIDS Impact Assessment Study, other relevant and key institutions with equally critical areas of HR needs based on increased attrition rates were also identified and agreed upon along with the reporting arrangements. The process also provided further insight into the background and basic requirements to UNV personnel since during the period of the study a UNV Mission from Bonn was also in the country to undertake a rapid assessment of UNV demand.

### **1.4.1 Methodology**

Three main methods were engaged by the Consultants which included review of relevant documents, consultations through meetings and interviews with key personnel in the institutions under review as well as administration of a questionnaire on the extent of vacancies mostly from PO/AO grade to S2/P2 and the subsequent analysis of the same. To ensure the findings and analysis were relevant, the Consultants engaged all participating government institutions and selected development partners in a workshop process to review the draft report which was subsequently revised with their input. A list of the institutions that were visited and or participated is at appendix 2.

### **1.4.3 Consultants' Understanding of Critical Areas of Need**

A key part of the study was to clearly understand what constituted critical areas of need. Following discussions particularly with government officials and UNDP officials as well as the UNV-Bonn Mission, the Consultants' understanding of critical areas of need was two-fold. First, HR needs that have greater value or higher impact on the delivery of core services within and across the various institutions especially in contributing to the poverty

reduction strategy adopted by government as a long-term strategy for development. Normally, such areas seek to integrate and consolidate the manner in which the services will be delivered as well as how resources are mobilized, allocated and utilized. Hence, within the report these areas have been identified as being of high policy impact or strategic value to respective institutions. A second aspect of critical area of need can be derived from the analysis of vacancy levels. Areas that reflect a greater vacancy level due to multiple factors and post recruitment problems will fall under critical areas of need within the specific occupations. In this study, every effort has been made to consider both aspects of definition of critical areas of need as they have both qualitative and quantitative impact on the delivery of services. The Consultants have proposed short and long-term interventions not only in consideration of UNVs availability in the critical areas as defined but also other replenishment measures that government should put in place in minimizing the attrition rate and particularly in view of the impact of HIV/AIDS and the concerns raised in the HIV/AIDS Impact Assessment Study.

#### **1.4.2 Relevance of the Findings and Recommendations**

Although the study was limited to only ten institutions within the civil service, the findings, by and large, reflect the general picture on ground. As such, the recommendations advanced in this report are significant and relevant to the entire public service. As will be noted in the latter sections of the report, what may be necessary is to replicate the study to more institutions to establish the real picture of HR capacity gaps to facilitate appropriate interventions to address the situations as they exist in the different public sector institutions.

### **1.5 STRUCTURE OF THE REPORT**

The report is divided into six main parts which are in turn divided into other sections. Part One is this General Background. Part Two is a brief discussion on the key challenges that have emerged and impacted upon service delivery. Part Three is a presentation of the main findings of the study and related observations. Part Four is an outline on the vacancy analysis results by grade and profession in the ten ministries. In Part Five the critical areas for UNV support have been highlighted while in Part Six, emerging institutional and management issues on the proposed replenishment programme have been discussed including on the way forward. It should be noted that although the six parts are distinct and focus on specific issues they are interrelated and interdependent.

**PART TWO****2.0 KEY CAPACITY CHALLENGES FACING THE MALAWI PUBLIC SERVICE****2.1 INTRODUCTION**

A number of studies carried out within the public service have revealed a wide range of the nature and scope of capacity challenges that have tended to impact negatively on the delivery of services at both management and technical/professional levels. While Government has initiated and adopted an on-going public sector reform programme as currently embraced under the Public Sector Management Reform Programme to address such capacity challenges, the desired impact has remained elusive. This is largely due to the impact of HIV/AIDS pandemic on attrition rates and related HR aspects whose study in the public service has necessitated the search for further institutional and human resource interventions; policy review and development in general; and in particular, specific sectoral approaches under what is generally referred to as Sector Wide Approaches (SWAPS).

In this regard, before the discussion of key findings and observations of this study, it is essential to put into context the key challenges that have been well documented and comprehensively covered under various institutional, management and policy studies associated with the on-going reform programme in the public sector. The rationale is to underscore and support the strategic challenge to public service management not only from the perspective of policy reviews and development to the findings and recommendations of this report but more so to ensure that

GoM in collaboration with development partners, civil society and private sector will strive to develop implementation capacity for capacity building especially given the development focus and agenda through the poverty reduction strategy on one hand and increased attrition rates on the other. In the sub-sections that follow, therefore, key challenges as well as related initiatives have been highlighted.

## 2.2 KEY CHALLENGES AND INITIATIVES

A Capacity Assessment study carried out by GoM with the financial and technical assistance of the World Bank in 2002, has identified the following capacity constraints with a view to formulate and implement a national capacity building programme that will make the public sector more responsive in the delivery of services:

- *Inadequate budgets*
- *Inadequate supporting infrastructure*
- *Limited skilled human resources*
- *Public sector management deficiencies*
- *Weaknesses in accountability and control of expenditures*

The study further identified a combination of causes behind the capacity challenges within the public service which included:

- *Limited financial resources*
- *Insufficient well trained and motivated staff*
- *Inadequate attention of leadership in public sector performance*
- *Overlaps in functions of key institutions such as the Office of the President and Cabinet (OPC); Ministry of Finance and Ministry of Economic Planning and Development (formerly, National Economic Council –NEC).*
- *Ineffectiveness of new systems to improve accountability*
- *Unrealistic demands placed on the public service delivery systems*
- *Impact of political change*

Similar issues have been raised in the various Functional Review Studies which GoM undertook from 1994-2002 in various ministries under the Public Sector Change Management Unit as part of addressing and improving institutional and strategic management performance within the public service. A general picture derived from the various studies is that capacity challenges facing the public service are more or less the same and interrelated and, therefore, have tended to have serious performance implications in the delivery of services and in meeting or satisfying expectations of the general public. What has significantly varied or changed is the magnitude or the extent to which they manifest and impact the system.

While indeed the various capacity challenges have informed the on-going

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Note: At the time of this study the report had not been yet published but it was made available to appreciate the Critical Capacity Challenges facing the public sector.

public sector reforms both at central and sectoral levels, it would seem that a more critical and perhaps more elusive challenge is weak human resource capacity especially as revealed by the HIV/AIDS Impact Assessment study which has raised more questions than sustainable answers or interventions can be found. For one thing, it has been generally acknowledged that people are the most important input and asset in the mobilization, allocation and utilization of other resources. In particular they determine the nature and quality of outcomes of various service programmes delivered. It is for this purpose that policy interventions with sustainable impact in resolving human resources capacity problems and their causes including their replenishment through improved HRM policies and practices as well as responsive strategic management should be supported with resources for implementation. In many respects, this will entail new ways or innovations that will challenge the traditional ways. Such innovations should also aim at achieving more with less provided there is willingness and commitment to building the required HR capacity to deliver core services both at central and sectoral levels including district focus within the context of the decentralization process.

### **2.3 POLICY FRAMEWORK**

Within the on-going reform initiative and programme, Government has attempted to put in place policy frameworks that provide insight into its intentions in addressing the capacity issues mentioned above. However, from literature review and discussions held with various stakeholders, continued improvements and support are required to ensure more responsive policies, strategies and systems which are properly integrated and coordinated to minimize or eliminate inherent contradictions and loopholes that promote frustration than inspiration and commitment to effective delivery of services. This will require the strengthening of relevant agencies within the public service and more particularly the OPC for enhanced strategic management and monitoring implementation of various policies.

The need to strengthen the role and capacity of OPC as a champion has now been further underscored by the fact that HIV/AIDS Ministerial responsibilities have been placed within the institution. The current institutional arrangement, therefore, should help to effectively address the issues raised in the HIV/AIDS Impact Assessment Study which specifically recommends the active involvement of DHRMD on behalf of OPC in HR capacity building initiatives within the public sector.

## 2.4 CONCLUSION

The overall role and mandate of the public service in the context of meeting aspirations and expectations of the citizens of Malawi is to execute government policies geared at improved delivery of services. This basic role cannot be effectively attained in the face of chronic capacity gaps that include human resource shortfall for varied reasons including high attrition rates which have been seriously reinforced by the impact of HIV/AIDS. Nevertheless, through the various reform initiatives and recommendations of institutional and management studies, there are great opportunities to minimizing the effects of capacity limitations especially in the critical professional and technical areas of service delivery.

In Part Three, therefore, the key findings in the context of the terms of reference are presented and discussed.

**PART THREE****3.0 KEY FINDINGS AND OBSERVATIONS)****3.1 INTRODUCTION**

The terms of reference required the Consultants to identify professions or cadres most affected with human resource capacity gaps as a result of high attrition rates revealed by the HIV/AIDS Impact Assessment Study in the public service. The high attrition rates are largely attributed to morbidity and mortality as a result of the HIV/AIDS pandemic which has seen scores of professionals and trained people die or chronically ill and incapacitated to effectively contribute to the delivery of services within their institutions.

The Consultants were further required to suggest appropriate replacement measures and timeframe taking into account both short and long-term needs of the public service especially in the context of the poverty reduction strategy adopted by the GoM on the basis of which development partners and other stakeholders such as civil society and private sector are expected to make their contribution in supporting the government realize its intentions.

Having held extensive consultations with key personnel in the selected institutions on areas of critical need as well as collecting data on the vacancy levels and meetings with selected development partners involved in capacity building initiatives and concerned with the impact of HIV/AIDS it is important to highlight the key findings, and observations of the study. In this part, however, the presentation and discussion of the findings and observations are at two levels, namely; generic and institution specific. At generic level the focus is on functional or occupational issues common to all participating institutions while at institution level it is on specific functional needs of the respective institutions.

**3.2 GENERAL FINDINGS AND OBSERVATIONS**

A review and analysis of data and feedback received during the study confirmed the existence of major functional or occupational issues impacting upon the performance of the public service and its ability to deliver programmes and services as follows:

### 3.2.1 High Vacancy Level

All the ministries were asked to indicate the number of established posts filled and number of vacancies in order to establish the overall capacity gaps. At this level, there was no restriction as regards the grade level but the whole organizational establishment was considered as expressed in the budget estimates and approved establishment warrants following conduct of functional reviews, as well as the re-constitution and creation of ministries following ministerial appointments.

Out of the total establishment of 68292 positions mostly from AO/PO and above within the ten ministries, 39717 were filled and 28544 posts were vacant. However, Table 1 below shows that the most affected ministry is Education, Science and Technology which had a total of 25786 vacancies at various levels while the Ministry of Gender and Community Services had the lowest with 45 vacancies. In terms of percentage variances, Ministry of Health and Population tops the list with 75% vacant posts over total establishment, while Ministry of Labour and Vocational Training has the lowest percentage (34%). It should be noted, however, that although all ministries and departments have completed the preparation of 2003/2004 budgets, it was not easy to establish the exact number of vacancies due to difficulties in retrieving and reconciling the available data.

*Table 1: Overall Vacancy Situation From AO/PO and Above in the Ten Ministries As at 31<sup>st</sup> May, 2003*

Name of Ministry or Department	Approved Establishment As at July, 2002	Number of Posts Filled	Number of Vacancies	% Vacancy Rate.
Agriculture, Irrigation & Food Security	1094	477	617	56
Education Science and Techno.	63813	38027	25786	40
Health and Population	2004	509	1495	75
Water Development	221	92	129	58
Gender and Community Services	103	58	45	35
Transport and Public Works	320	163	157	49
Finance	143	57	55	38
Housing	132	46	86	65
Labour	370	245	125	34
DHRMD	92	43	49	53
<b>Totals</b>	<b>68292</b>	<b>39717</b>	<b>28544</b>	<b>42</b>

**Note:** Figures Education includes Primary School teachers (PTI-IV) ministry of Health starts from grade TA for technical fields.

As already pointed out, the vacancy situation above represents every occupational or functional area regardless of its significance within the organizational structure. On the basis of this, the vacancy percentage over total establishment for the ten ministries was 42%. Beyond these ministries the situation would either remain the same or change when the entire public service establishment is considered. Overall, it shows that Capacity problems within the public service are due to the high vacancy levels across the board. Hence, an appropriate strategy should be adopted to minimise the consequences of high vacancy levels on institutional capacity to deliver services.

### 3.2.2 Causes

Currently, the public service has difficulties in determining exactly the extent to which the various factors contribute to the vacancy situation due to lack of centralized human resource information, particularly within the DHRMD which is exacerbated by weak system as the one by UNPRO seems not to have delivered or addressed the problem. At the same time although expertise is available, it is inadequate especially in dealing with issues of systems integration with other institutions and developing a comprehensive information base. Such information is required to assess the human resource capacity situation on regular basis for the purposes of analysing, planning and implementing human resource management systems and processes. The following factors were confirmed to strongly affect or influence public sector vacancies:

- *The recruitment and promotion processes*
- *Unavailability of skills*
- *Market Competition*
- *General Attrition through:*
  - (i) *Resignations*
  - (ii) *Retirements*
  - (iii) *Mortality*

These factors have been extensively discussed in various studies that the government has conducted over the last ten to twenty years. However, the issue of general attrition has been significantly accelerated with the advent of HIV/AIDS (HIV/AIDS Impact Assessment Study, 2001). For purposes of emphasis and in the context of the proposed replenishment programme, these factors and their root causes have been discussed in some detail in the latter parts of this report.

### **3.2.3 Average Vacancy Duration**

While the duration of vacancies differed both within and across the ministries, ranging from a few months to five years, the majority of vacancies particularly in the technical and professional fields have been there for the last two years. As already indicated a number of factors were advanced for the prevailing situation. However, for professional and technical fields, it was largely attributed to a combination of poor conditions of service and incentives to both attract and retain such expertise; shortage of skills on the labour market as educational institutions are unable to feed the market and the lack of further professional training within the service given the budgetary constraints and a largely perceived non-responsive training policy and strategy within the public service.

### **3.2.4 Weak Capacity for Strategic Management**

Effective institutional capacity to manage the vacancy levels in a manner that addresses critical areas of HR needs and high attrition rates is further negatively affected by weak capacity for strategic management. In particular, the GoM in its bid to respond strategically to the developmental needs of the country consistent with the poverty reduction strategy as well as decentralization and the medium term expenditure framework, among other developmental strategies, has urged respective ministries and departments to develop strategic plans as a foundation for shared vision for the future as well as for resource mobilization, allocation and utilization in addressing priority areas. However, despite the fact that a number of the ministries covered have developed strategic plans to inform strategic management, declining financial resources and lack of relevant HR capacity in planning, monitoring and review as well as information management and communications system have significantly undermined strategic management practice at the central and sectoral levels.

### **3.2.5 Professional/Technical Vs Administrative/Management Capacity**

The findings have further revealed that a greater proportion of the vacancies is within the professional/technical fields as opposed to administrative and support staff cadre. Out of an overall establishment of 22014 at the professional and technical level, 14192 posts were filled and 7822 were vacant representing 34% of established posts. On the other hand there were a total of 5610 established posts for the administrative and support cadre out of which 3985 were filled and 1662 were vacant representing 30% established posts. In this regard, the vacancy level for the professional /technical cadre is higher than in the

administrative/support function. It should be noted that while in the short-term the professional/technical cadre, may attract urgent attention for replacement of skills, the long term effects could be more serious on administrative and support cadre if no interventions are also considered to manage the situation which is being worsened by increased attrition rates. Tables 2 below summarises the professional and administrative vacancy situation in all the ministries.

*Table 2: Summary of Professional and Administrative Occupation Vacancy Situation As at 31<sup>st</sup> May, 2003*

Ministry	overall Establish	Filled	Vacant	%ge	Establish Technical	Filled	vacant	%ge	Est Support	Filled	Vacant	%ge
Health	21341	13941	7400	<b>35</b>	18270	11715	6555	<b>36</b>	3071	2226	845	<b>28</b>
Water	1274	987	287	<b>23</b>	773	637	136	<b>18</b>	501	350	151	<b>30</b>
Gender	1178	760	418	<b>35</b>	991	642	349	<b>35</b>	187	117	69	<b>37</b>
Transport	2547	1733	814	<b>32</b>	1025	676	349	<b>34</b>	1522	1057	465	<b>31</b>
Housing	799	389	410	<b>51</b>	699	351	348	<b>50</b>	100	55	45	<b>45</b>
Finance	263	209	54	<b>21</b>	133	107	26	<b>20</b>	130	102	28	<b>22</b>
DHRMD	222	172	50	<b>23</b>	123	64	59	<b>48</b>	99	78	59	<b>60</b>
<b>Total</b>	<b>27624</b>	<b>18191</b>	<b>9433</b>	<b>34</b>	<b>22014</b>	<b>14192</b>	<b>7822</b>	<b>36</b>	<b>5610</b>	<b>3985</b>	<b>1662</b>	<b>30</b>

**Note:** There was no response from the Ministries of Agriculture, Irrigation and Food Security, Education, Science and Technology and Labour and Vocational Training. Hence, these were not included in the matrix.

*Table 2a: Total Number of Vacancies by Grade*

Grade	Est	Filled	Vacs	%ge of vacs over Est
P2	49	39	10	20
P3	65	38	27	42
P4	163	110	53	33
P5	352	222	130	37
P6	312	109	203	65
P7	1248	640	608	49
P8	3062	641	2421	79
PO	8531	2990	5541	65

It will also be noted from Table 2a that within the professional fields, however, a greater proportion of vacancies was at the operational and middle cadres as opposed to management level. The implications of the prevailing situation significantly reflect weak institutional and management capacity to implement policies and deliver services despite the fact that policies and strategies may be available. At the management level, added challenges are with regard to ability to monitor, coordinate and review policy and strategy implementation and service delivery in the absence of operational capacity.

On the other hand, within the administrative and support cadre unlike in the professional cadre the vacancy levels at the corresponding grades were found to be lower. A number of reasons account for this. The HR availability both within the public service and on the labour market is not as problematic as is the case with the professional cadres. Also a number of administrative cadres are managed by Common Services which can easily mobilise and redeploy staff among institutions from those institutions who may have less vacancies to those with more. However, a common complaint was that due to the existing bureaucratic bottlenecks in the recruitment process the hiring of people had experienced additional delays especially in the absence of a responsive recruitment plan. Such delays and the steady loss of available people through the various natural causes worsened the situation further with no easy solutions to revert to with confidence.

### 3.3 COMMON AREAS OF CRITICAL NEED

While the magnitude of areas of critical need varied among the ministries, by and large, the areas affected were more or less the same. During discussions within the respective ministries and also as reviewed from the responses from the questionnaire, it was clear that critical areas of need were not purely dependent on the high level of vacancies. At the same time, it should be pointed out that the manner in which critical areas of need were perceived among the ministries varied. In some ministries it was by the level and number of vacancies; in others by the impact or scope of their contribution while still in others it was by the difficulties encountered in attracting new employees or the time it takes to fill the position due to lack of trained personnel. The different understanding has implications as regards how respective institutions respond unless there are guidelines and definitions to follow.

In determining the areas of critical need all these considerations or perceptions have, however, been taken into account. In this regard, the common areas identified among the ten ministries based upon their impact or added value in attaining institutional objectives can be summarized or categorized as follows and not necessarily in priority order:

- *Planning, Monitoring and Evaluation*
- *Policy Analysis and Coordination*
- *Specialized occupational fields in core services of respective ministries*
- *Information technology or management information systems*
- *HIV/AIDS Coordination*
- *Research*

The specific details for the respective ministries in these areas as well as institutional specific professional needs have been discussed separately later in the report in order to facilitate an informed understanding of the prevailing situation and the identification of responsive options and strategies. However, in terms of the outlined areas the general picture that emerged can be summarized as follows:

### **3.3.1 Planning, Monitoring and Evaluation**

In most of the ministries the planning, monitoring and evaluation function is presently weak largely because of lack of expertise and availability of personnel with the relevant background. While planning units are existent to some varying degree in all the ministries there is not much that is going on to help to inform a dynamic and responsive policy development process and implementation of programmes and service delivery. A particular dimension of planning that has significantly been affected both in the central and sectoral institutions is human resource planning linked to corporate objectives, the recruitment process and performance management system. One of the main obvious challenge is inability to explore strategies to help deal with the human resource capacity requirements both in terms of quality and quantity. An added plight is weak linkages between central agency institutions particularly between DHRMD, Ministries of Labour and Vocational Training, Economic Planning and Development as well as Finance.

### **3.3.2 Policy Analysis and Coordination**

With the Government's adoption of poverty reduction strategy as a development tool for addressing poverty levels within the country and resource mobilisation, allocation and utilization, it has become imperative for sectoral and central ministries to ensure that their policies respond to poverty related issues. The challenge, however, is human resource capacity to adequately integrate and consolidate such issues into sectoral policy objectives taking into account other long-term policies and strategies such as the medium term expenditure framework, decentralization, and vision 2020.

### **3.3.3 Specialized Occupational Fields**

All ministries have extensively been affected in the respective fields of professional and technical services due to high attrition rates largely due to the impact of HIV/AIDS working in combination with shortage of the relevant skills on the labour market and poor conditions of service and

incentives to attract and retain people. Discussions and institutional vacancy analysis results show that a larger proportion of critical capacity areas are within the professional and technical fields as opposed to the administrative and support fields.

### **3.3.4 Information Technology and Management Information System**

Realizing the benefits of technology to modern management practice within the public service, government has consistently pursued initiatives to build capacity in this area to inform strategic management and service delivery. However, the situation on ground is that the effective management of information system is lacking in most ministries including availability of database on vacancies and other HRM related issues. In addition the information and data available is not up to date and of not much relevance and use. The situation is further compounded by difficulties in accessibility.

By and large all ministries experienced lack of expertise and difficulties in recruiting the required personnel despite the on-going efforts by the Department Information System and Technology Management Services (DISTMS) to enhance the recruitment process and skills development of these officers within the service. This is of particular concern given the impact of HIV/AIDS. While the Department initiated a compilation of a comprehensive inventory of filled and vacant posts in all ministries in order to strategise the recruitment process, the initiative has been met with poor response from beneficiary institutions. Most ministries showed no urgency in submitting the staff returns despite an officer having been deployed to follow the assignment through. Given such delayed responses the existing gaps may not be closed or filled as planned. Instead the vacancy levels will continue to increase. As such, much more is required including the development of guidelines and procedures for fast tracking recruitment process and replenishment of capacity. Such an arrangement will help in facilitating the building of necessary HR capacity and reduction of vacancy levels.

### **3.3.5 HIV/AIDS Coordination**

A critical issue in ensuring that the required capacity is sustained and not eroded further is to promote work place HIV/AIDS policies as well as mainstreaming HIV/AIDS related issues in the sectoral policies of the various ministries. While efforts to promote awareness have been on-going and have also seen the formation of HIV/AIDS Committees and Focal Points in some of the ministries as well as the carrying out of special studies within some of the sectors, much remains to be done. Therefore,

it is imperative to ensure that the HR expertise is available in all ministries to manage HIV/AIDS related issues. This will help to control or minimize further loss of trained and experienced personnel while also exploring alternative options for closing the vacancy levels within the public sector.

### **3.3.6 Research**

In most ministries except perhaps in the Ministry of Agriculture and Irrigation and Food Security the research function is not as evident. Yet, it is one of the functions with strategic input to both policy development and management and operational activities especially to ensure that sectoral performance is consistent with the focus and goals of the poverty reduction strategy. Without statistics the quality of planning is affected. Although the various ministries have intentions to develop and promote capacity for policy and operational research, the expertise is not readily available within institutional establishments and the supply is limited. A possible way, in the first place, would be to determine how best the respective ministries can develop the function in isolation or in combination with the management information system. However, the immediate critical challenge encountered on the ground is expertise to take the initiative off or to kick start the process.

### **3.4 SPECIFIC INSTITUTIONAL REQUIREMENTS**

Although the above mentioned areas constituted high impact functional areas in realizing corporate objectives across the board, the specific requirements within the respective institutions varied as discussed under Part Five regarding the requirements for UNV placement. As will be noted the variation is basically a reflection of the specific mandates and operations of the Ministries to enhance their institutional response in general and the HR capacity in particular.

### **3.5 CONCLUSION**

The essence of public service is to sustain development efforts aimed at reduction of poverty levels. In this regard, institutional capacity especially in terms of the adequacy and quality of available human resources will by and large determine the nature and scope of response in delivering the required services.

## PART FOUR

### 4.0 INSTITUTIONAL VACANCY ANALYSIS SITUATION

#### 4.1 INTRODUCTION

In determining critical areas for capacity replenishment, the Consultants sought to establish the extent of vacancy situation in each ministry. The rationale was to appreciate the prevailing HR capacity issues and their impact on institutional effectiveness to perform and deliver services. It was also necessary to facilitate the identification of relevant interventions in addition to on-going efforts to increase the HR capacity base through replacement or other measures.

#### 4.2 VACANCY SITUATION BY GRADE AND PROFESSION

Although the main focus was on professional occupations, it became necessary to analyse the vacancy situation by both grade and professional occupations. Data collected and analysed through a questionnaire that was administered to determine the vacancy situation within the respective ministries revealed a comparative summary as at appendix 3. However, respective institutional highlights are outlined in the subsections that follow. *It is important to point out that the respective outlines on institutional vacancies show vacancy situation at two levels. The first is at establishment level vacancy column which shows the percentage of vacancies over the establishment at the respective grade or profession. The second situation is in column on percentage of vacancy rate. This shows the percentage of vacancies at that grade or profession over the total number of vacancies. This shows the magnitude of vacancies as compared to other levels.*

##### 4.2.1 Ministry of Agriculture, Irrigation and Food Security

The Ministry is responsible for the provision of relevant policies, strategies and services that ensure the country's food security and the contribution to the socio-economic empowerment especially for the rural communities.

At the time of the study, the vacancy situation within the Ministry from PO/AO grade and above was as follows:

*Table 3: Vacancy Situation in the Ministry of Agriculture, Irrigation and Food Security As at 31<sup>st</sup> May, 2003*

**By Grade**

Grade	Estab	Filled	Vac	% on Est	% on vacs
P2	7	7	0	0	0
P3	10	9	1	10	0.02
P4	26	25	1	4	0.02
P5	58	34	24	41	3.89
P6	40	14	26	65	4.21
P7	171	33	138	81	22.37
P8	56	32	24	43	3.89
PO	726	323	403	56	65.31
<b>Totals</b>	<b>1094</b>	<b>477</b>	<b>617</b>	<b>56</b>	<b>100</b>

**By Profession/Technical field**

Profession	Estab	Filled	Vac	% on Est	% Vacancy Rate
Planners/Economists	72	15	57	79	9.27
Agri officers/Rural Developpt.	64	13	51	80	8.29
Animal Health	17	8	9	53	1.46
Livestock Development	81	44	37	46	6.02
Veterinary Lab.	22	10	12	55	1.95
Irrigation- General	59	26	33	56	5.37
Irrigation Engineers	8	3	5	63	0.81
Crop Production	267	133	134	50	21.79
Land Resource Conservation	68	42	26	26	4.23
Agricultural Extension	388	137	251	65	40.81
<b>Total</b>	<b>1046</b>	<b>431</b>	<b>615</b>	<b>59</b>	<b>100</b>

The two tables above reveal that both by grade and profession the vacancy level within the Ministry is over 50%. By grade, the highest number of vacancy is 408 at the PO grade representing 65% while the lowest is 1 at P4/P3 grade representing 0.02%. Overall, the highest concentration is within the PO-P5 grade segment as opposed to grades above P4. On the other hand the most affected professions are Agricultural Officers, Planners/Economists, Irrigation Engineers and Officers, Agriculture Extension, Veterinary and Crop Production which registered 50% and above vacancy situation at the respective levels as opposed to livestock development and land resource which were below 50%. Overall, the vacancy situation is high across the professions.

Below the PO grades, it was reported that the Ministry embarked on a massive training programme of Technical Officers following the abolition of TA grades as part of enhancing remuneration package. While to some extent the effort would seem to pay off in terms of reducing the vacancies, the quality of service and motivation continue to be a source of concern. For one thing, HR capacity issues are beyond grading structures. They are premised on a variety and a combination of factors including attitude change and work environment.

#### 4.2.2 Ministry of Education, Science and Technology

The overall responsibility of the ministry is the provision of accessible and quality education services through implementation of relevant policies which also provide for the participation of the private sector and NGO in the education sector. The Ministry derives its mandate from the Education Act in addition to other legislative and policy instruments. The main focus is on the provision of services at the primary, secondary and tertiary levels and strategic objectives of the ministry include the provision of:

- *Education Planning and Policy Analysis*
- *Standards setting and Quality Control*
- *Management of Education Institutions*

A key factor in realizing these objectives is the availability of adequate and quality personnel. However, review of the vacancy situation revealed the following as outlined in Table 4 below.

*Table 4: Vacancy Situation - Ministry of Education, Science and Technology As at 31<sup>st</sup> May, 2003.*

##### *By Grade*

Grade	Estab	Filled	Vac	% on Est	% on vacs
P2	5	5	0	0	0
P3	8	5	3	38	0.01
P4	25	25	0	0	0
P5	63	46	17	27	0.07
P6	254	88	166	65	0.64
P7	576	431	145	25	0.56
P8	2277	400	1877	82	7.28
PO	6095	2099	3996	66	15.5
PT1-4	54510	34928	19582	36	75.94
<b>Totals</b>	<b>63813</b>	<b>38027</b>	<b>25786</b>	<b>40</b>	<b>100</b>

##### *By Profession/Technical field*

Profession	Estab	Filled	Vac	% on Est	% Vacancy Rate
Planning and Evaluation-hqrs	18	9	9	50	0.04
Teacher Development-hqrs	7	4	3	43	0.02
Methods and Advisory -hqrs	20	12	8	40	0.03
Secondary Education	4672	2099	2573	55	10.38
Primary Education	54517	34930	19587	36	79.05
MCDE	2510	13	2497	99	10.08
Teacher Training	298	197	101	34	0.41
<b>Total</b>	<b>62042</b>	<b>37264</b>	<b>24778</b>	<b>40</b>	<b>100</b>

**Note:** Planning and Evaluation, Teacher Development and methods and advisory categories only

The highest vacancies among the ten public sector institutions appear in the Ministry of Education, Science and Technology which have been accelerated due to the impact of HIV/AIDS on attrition rate through death.

This presents a strategic challenge on the ministry's efforts to reduce levels of illiteracy and promote high quality education standards. Although there are no figures to show the vacancy rates among Sciences and Arts teachers, at secondary school level, Ministry officials observed that there are critical shortages of science teachers. The shortage of Science teachers combined with lack of laboratory equipment seems to have affected the numbers and the quality of students to pursue Science courses in the Universities.

In terms of strategic consideration of functional responsibilities in planning, education methods advisory services, IT, and HIV/AIDS Coordination are relatively affected in as much as the teaching personnel are required. At primary school level the challenge is as elusive as ever both in terms of inadequate teacher numbers and the level of their performance compiled by gross lack of support materials and poor conditions of service. Capacity replenishment issues, therefore, will need to go beyond gap filling but also enhancing capacity to deliver with more or less of the available people.

#### 4.2.3 Ministry of Health and Population

The Ministry exists to reduce suffering, poverty and increase productivity by raising the level of health of all the people in Malawi by protecting the population from health risks and ensuring equitable access to a package of basic health care and information. This is attained through appropriate institutional arrangements both at the centre and district that have taken on board the objectives of the decentralization process. Government is implementing this process in order to spur capacity building at all levels for the delivery of basic services especially at the district level.

The strategic objectives of the ministry include:

- *To promote good health through the transfer of information and healthy behaviours; enabling communities to act to improve their health.*
- *To protect life through action to reduce health risk, by ensuring preventive services.*
- *To ensure accessible and affordable basic treatment of ill health, providing the highest level of care within available resources.*
- *To ensure rehabilitation of those affected by ill health and allowing their return to productive lives.*
- *To reduce the rate of population growth to within sustainable levels.*

The examination of the vacancy situation within the ministry, both by grade and profession, revealed serious shortages of professional skills in all occupations and at various levels of the organization structure as outlined in Table 5 below.

*Table 5: Vacancy Situation – Ministry of Health and Population As at 31<sup>st</sup> May, 2003.*

**By Grade**

Grade	Estab	Filled	Vac	% on on Est	% on vacs
P2	21	13	8	38	0.54
P3	27	5	22	81	1.47
P4	65	20	45	69	3.01
P5	123	57	66	54	4.41
P6	-	-	-	-	-
P7	259	51	208	80	13.91
P8	425	66	359	84	24.01
PO	1084	297	787	73	52.64
<b>Totals</b>	<b>2004</b>	<b>509</b>	<b>1495</b>	<b>75</b>	<b>100</b>

**By  
Profession/Technical  
field**

Profession	Estab	Filled	Vac	% on Est	% Vacancy Rate
Doctors (specialists)	122	29	93	76	1.55
Doctors (General p)	299	136	163	55	2.71
Clinical officers	781	578	203	26	3.37
Nursing	6084	2162	3922	64	65.17
Environmental Health	1094	168	926	85	15.39
Psychiatrists	7	0	7	100	0.12
Pharmacists	209	138	71	34	1.18
Radiographer	167	34	133	80	2.21
Laboratory Technicians	214	106	108	50	1.79
Medical Engineers	53	10	43	81	0.71
Medical Assistants	600	299	301	50	5
Physiologists	33	5	28	85	0.47
Dental Specialists	5	0	5	100	0.08
Other Dental personnel	108	93	14	14	0.25
<b>Total</b>	<b>9776</b>	<b>3758</b>	<b>6018</b>	<b>61</b>	<b>100</b>

**Note:** Professional/Technical fields include grades up to TA

The findings reveal that both by grade and profession the highest vacancy levels were in the nursing profession and the highest percentage of vacancies is among Specialist Doctors. The main reasons for the situation is the high attrition rate through people leaving the service for greener pastures both outside and inside the country as well as through deaths especially related to HIV/AIDS sicknesses. However, by and large, all professions within the ministry and particularly as related to health sector continue to suffer staff shortages and the trend is worsening. Unless the situation is controlled, the realization of the ministry's mandate and strategic objectives will continue to remain a big challenge that will not only require a champion to overcome it but also equally important collaborative efforts within and outside the public service.

It should be further noted that the discussion of the vacancy situation has been limited to the ministry. The overall picture should be significantly

different if the NGO and private sectors which are playing a crucial role in the provision of health services were taken into consideration, particularly under the Christian Hospital Association of Malawi (CHAM).

As part of its strategic response the Ministry has, therefore, adopted a 10 year Human Resource Development Plan in which the concerns of high attrition rates have been squarely addressed. A special follow on action to address the high staff shortages is the adoption of a six-year training plan for para – medical staff and the creation of an independent Health Service Commission to deal with recruitment matters timely. The success of the plan and related strategies will be determined by its contribution in alleviating the current shortages. So far the indications are that it is not going to be an easy task to dismantle the HR obstacles especially the high vacancy levels and increased attrition rates on one hand and poor conditions of service and incentives on the other.

#### 4.2.4 Ministry of Water Development

The Ministry is responsible for the development and management of water resources and improvement of people's access to adequate quantities of safe and affordable water. Its strategic objectives include:

- *To identify, develop and conserve water resources in the country for use by all sectors.*
- *To monitor and assess available water resources in the country.*
- *To advise the actions of ministries and other actors concerning water.*
- *To ensure that all citizens of Malawi have and will continue to have convenient access to water in sufficient quantity for domestic use.*
- *To promote and develop health hygiene at water points, safe water borne sanitation and industrial waste disposal in order to preserve peoples health and water quality.*

Table 6 below presents the existing vacancy levels within the ministry both by grade and profession and have had a bearing in realizing the achievement of the stated objectives.

*Table 6: Vacancy Situation - Ministry of Water Development As at 31<sup>st</sup> May, 2003.*

***By Grade***

Grade	Estab	Filled	Vac	% on Est	% on vacs
P2	3	3	0	0	0
P3	2	2	0	0	0
P4	7	4	3	43	2.33
P5	14	10	4	29	3.1
P6	0	0	0	0	0
P7	29	3	26	90	20.16
P8	75	30	45	60	34.88
PO	91	40	51	56	39.53
<b>Totals</b>	<b>221</b>	<b>92</b>	<b>129</b>	<b>58</b>	<b>100</b>

***By Profession/Technical field***

Profession	Estab	Filled	Vac	% on Est	% Vacancy Rate
Civil Engineers	26	16	10	39	9.71
Draftsmen	2	0	2	100	1.94
Water Engineers	21	10	11	52	10.68
Hydrologists/Hydrogeologists	53	23	30	57	29.13
Water Chemists	11	4	7	64	6.8
Water Resource Officers	29	14	15	52	14.56
Economists/planners	3	1	2	67	1.96
Water Supply Officers	29	4	25	86	24.27
<b>Total</b>	<b>174</b>	<b>72</b>	<b>102</b>	<b>59</b>	<b>100</b>

It should be noted that during discussions with the Ministry representatives fears were raised regarding the Ministry's capacity to ensure standards and quality within the sector in the face of serious shortages of professional and technical staff. It was also indicated that the quality of graduates from the Universities need to be strengthened and supported by work based programmes during the period of their academic studies before they join the ministry. Such initiatives will, however, need to be supported by a responsive and comprehensive strategic plan within the water sector in which all key stakeholders should collaborate.

#### 4.2.5 Ministry of Gender and Community Services

The overall responsibility for the Ministry is to promote gender responsive policies and practices particularly focusing on the empowerment and participation of women and vulnerable groups within the socio-economic development process and ensuring communities are at the centre of the development services. In particular, the ministry focuses on vulnerable groups to enable them become self-reliant and active participants in the process of national development through community based approaches. The extent to which these noble goals are realized is largely dependent on the number and quality of available staff within its institutional domain. However, following a vacancy analysis, the following situation emerged:

*Table 7: Vacancy Situation – Ministry of Gender and Community Services As at 31<sup>st</sup> May, 2003.*

***By Grade***

Grade	Estab	Filled	Vac	% on Est	% on vacs
P2	1	1	0	0	0
P3	4	4	0	0	0
P4	2	2	0	0	0
P5	11	11	0	0	0
P6	0	0	0	0	0
P7	17	13	4	24	8.89
P8	20	10	10	50	22.22
PO	48	17	31	55	68.89
<b>Totals</b>	<b>103</b>	<b>58</b>	<b>45</b>	<b>35</b>	<b>100</b>

***By Profession/technical field***

Profession	Estab	Filled	Vac	% on Est	% Vacancy Rate
Social Welfare	29	17	12	41	29.27
Community Development	26	15	11	42	26.83
Gender	22	7	15	68	36.59
Social Planners	8	5	3	38	7.32
<b>Totals</b>	<b>85</b>	<b>44</b>	<b>41</b>	<b>48</b>	<b>100</b>

The Ministry's HR shortages have been specially felt within the social planning, curriculum development, policy analysis and information technology as well as specialized services such as behaviour reformation, child protection, psychotherapy and monitoring and evaluation fields. While it was revealed that in the past the ministry has benefited from UNV assistance through UNICEF financial support, the challenge has been to develop local capacity especially due to inappropriate training approaches and financial constraints. It is, however argued that given the HIV/AIDS pandemic the Ministry's HR capacity building efforts through recruitment and training as well as other means need to be sustained and delivered strategically. Hence, special attention has been given to the Magomero Community Training College to help the Ministry train more frontline Staff to fill the large number of vacancies below PO grade.

#### **4.2.6 Ministry of Transport and Public Works**

The mandate of the ministry is to establish and promote a safe, efficient and sustainable transport system through the formulation and oversight of policy in order to promote social-economic development while being environmentally friendly. To fulfil its mandate, the ministry has adopted relevant strategic objectives, which, by and large, will be achieved depending upon the quality and quantity of available human resources on its establishment. The situation as revealed by vacancy analysis is as in table 8 below:

*Table 8: Vacancy Situation – Ministry of Transport and Public Works As at 31<sup>st</sup> May, 2003.*

***By Grade***

Grade	Estab	Filled	Vac	% on Est	% on vacs
P2	3	2	1	33	0.64
P3	6	6	0	0	0
P4	11	10	1	9	0.64
P5	23	16	7	30	4.46
P6	11	2	9	82	5.73
P7	57	28	29	51	18.47
P8	70	36	34	49	21.66
PO	139	63	76	55	48.41
<b>Totals</b>	<b>320</b>	<b>163</b>	<b>157</b>	<b>49</b>	<b>100</b>

***By Profession/technical field***

Profession	Estab	Filled	Vac	% on Est	% Vacancy Rate
Transp Planning and Evaluation	20	9	11	55	8.66
Works Trainers	4	4	0	0	0
Traffic Mgt Control	42	13	29	69	22.83
Aeronautical Information	8	2	6	75	4.72
Air Trans.Engineers	33	16	17	52	13.39
Civil Aviation Trainers	9	3	6	67	4.72
Road Traffic officers	16	10	6	38	4.72
Meteorologists	31	19	12	39	9.45
Marine Safety	9	7	2	22	1.57
Ports Operations	4	1	3	75	2.36
Rd Designers and material	11	3	8	73	6.3
Ports Maintenance	2	2	0	0	0
PVHO	36	18	18	50	14.17
Marine Trainers	12	11	1	8	0.79
Fire Officers	14	6	8	57	6.3
<b>Total</b>	<b>251</b>	<b>124</b>	<b>127</b>	<b>51</b>	<b>100</b>

While the vacancy situation cuts across the various professional occupations, the discussions with the ministry's representatives revealed that the areas critically affected included lack of policy analysis expertise to proceed with the government initiative for commercialization of PVHO; training advisory services to the Principals of Marine Training College and the School of Aviation; Information Technology, and HIV/AIDS coordination initiatives both within the transport sector and work place programmes. However, it should also be noted that the actual vacancy rate may be higher than the one outlined in this report because at the time of study it was indicated that some results of the Functional Reviews recently undertaken had not been approved yet.

Worth noting is that following its strategic functional review, the Ministry shaded off significant responsibilities which were assumed by the National Roads Authority (NRA). Yet with such institutional streamlining the ministry has not effectively provided the services for setting standards and quality control within the transport sector due to loss of trained and experienced staff who cannot be easily replaced. As such, capacity

replenishment strategies both through UNV Support and other options should go along way to assisting the ministry in its policy and standards setting role.

#### 4.2.7 Ministry of Labour and Vocational Training

The Ministry is responsible for the development of harmonious relations in the labour market through the promotion and maintenance of industrial peace, employment and job placement services, maintenance and enforcement of occupational safety and health at the work place, administration of workers compensation and the development of skilled manpower for national development. The strategic objectives adopted to facilitate the realization of the overall goal include:

- *To develop, promote and maintain peaceful and harmonious industrial relations.*
- *To maximize paid and self-employment and localization to meet the manpower needs of the economy.*
- *To provide for and facilitate the payment of compensation for injuries suffered or diseases contracted by workers in the course of their employment or for the death resulting from injuries or diseases.*
- *To provide social security for all workers in Malawi.*
- *To provide technical skilled manpower in order to meet the country's manpower needs at craft and technical levels for national development through technical and vocational training and trade testing services.*
- *To develop and ensure adequate supply of a skilled workforce necessary for national development through technical and vocational training and trade testing services.*
- *To provide professional advice on how various hazards at workplace can be minimized or eliminated in order to promote the safety, health and welfare of workers as stipulated in the Factories Act, Petroleum Act, Industrial Relations and International Labour Standards.*

To fulfill its legal mandate and the specific objectives outlined, the ministry must have adequate HR capacity both in quality and quantity to carry out specialized services of labour market analyses; industrial and factory inspections as well as monitor the provision of vocational education and training. Shortage of trained and experienced personnel with institutional memory has greatly undermined the Ministry's efforts. The HIV/AIDS plight has only added salt to the wound. There is, therefore, need to urgently strengthen the ministry capabilities to

spearhead the task of providing skilled and professional personnel as well as reduce unemployment among certain professions.

The vacancy analysis at the time of the study revealed the situation as outlined in Table 9 below.

Table 9: Vacancy Situation – Ministry of Labour and Vocational Training As at 31<sup>st</sup> May, 2003.

<i>By Grade</i>						<i>By Profession/Technical field</i>					
Grade	Estab	Filled	Vac	% on Est	% on vacs	Profession	Estab	Filled	Vac	% on Est	% Vacancy Rate
P2	1	1	0	0	0	Labour Officers	97	66	31	32	26.27
P3	2	2	0	0	0	Labour Law Officers	1	0	1	100	0.85
P4	3	1	2	67	1.6	Occupational Health	24	14	10	42	8.47
P5	20	20	0	0	0	Techn & Vocational training	164	115	49	30	41.53
P6	7	5	2	29	1.6	Compensation	11	5	6	55	5.08
P7	55	43	12	22	9.6	Planning and Research	5	1	4	80	3.39
P8	59	41	18	31	14.4	Trade Testing	31	16	15	48	12.71
PO	223	132	91	41	72.8	IT Specialists	3	1	2	67	1.69
<b>Totals</b>	<b>370</b>	<b>245</b>	<b>125</b>	<b>34</b>	<b>100</b>	<b>Totals</b>	<b>336</b>	<b>218</b>	<b>118</b>	<b>35</b>	<b>100</b>

#### 4.2.8 Ministry of Finance

The role of the Ministry is so critical to the fulfilment of the overall public service management objectives primarily as it coordinates the mobilization and allocation of the necessary financial resources required for the discharge of various services in all the sectors. But as revealed in the Table below, the HR capacity problems have not spared the institution despite the fact that the vacancy level is not as high as in other organizations under study. Critical areas of service delivery as well as policy direction and coordination include budget management, aid and debt management as well as economic policy analyses. The overall vacancy situation, however, to render the Ministry to operate under pressure and reactively. In particular, there is need to close capacity gaps within economic planning, information technology, financial management and statistics where the vacancy levels are relatively high at 44%, 75% and 33% respectively. The capacity to fill the gaps is also dependent upon the respective common service Central Agencies which puts the ministry both at an advantage and disadvantage as it would depend on how fast is recruitment process.

Table 10: Vacancy Situation – Ministry Finance As at 31<sup>st</sup> May, 2003.

<i>By Grade</i>						<i>By Profession/Technical field</i>					
Grade	Estab	Filled	Vac	% on Est	% on vacs	Profession	Estab	Filled	Vac	% on Est	% Vacancy Rate
P2	5	5	0	0	0	Economists	39	22	17	44	35.42
P3	1	1	0	0	0	Statisticians	3	2	1	33	2.08
P4	12	11	1	8	1.82	Budget	34	26	8	24	16.67
P5	23	17	6	8	10.91	Debt /Add	37	25	12	32	25
P6	-	-	-	-	-	Systems Analyst	8	2	6	75	12.5
P7	45	22	23	51	41.82	Finance and accounts	7	3	4	57	8.33
P8	13	0	13	100	23.64	<b>Totals</b>	<b>128</b>	<b>80</b>	<b>48</b>	<b>38</b>	<b>100</b>
PO	44	1	12	27	21.82						
<b>Totals</b>	<b>143</b>	<b>57</b>	<b>55</b>	<b>38</b>	<b>100</b>						

#### 4.2.9 Ministry of Housing

Previously the Ministry existed as a department under what was formerly called the Ministry of Housing, Physical Planning, Lands and Valuation. Following its creation in 2002, the ministry became responsible for the provision of decent shelter for all Malawians by ensuring that Malawians have access to decent, safe and sanitary housing accommodation at an affordable cost and a secure tenure. Among the strategic objectives adopted include:

- *To review and put in place a National Housing Policy in line with United Nations Habitat Agenda.*
- *To review and put in place relevant legislations to support the National Housing Policy.*
- *To facilitate formulation of an informal settlement policy and improve slum dwellings in line with Millenium Development goal on slums, which has a target of improving lives of at least 100 million, slum dwellers by 2020.*
- *To stimulate affordable investment in housing both in urban and rural areas in line with demand and needs for housing.*
- *To improve quality of rural housing and executing rural housing improvement programmes.*
- *To establish sustainable institutional framework for effective coordination and cooperation with all partners and stakeholders for achieving sustainable shelter and human settlement development as the national focal point for implementing the United Nations Habitat Agenda.*

- To facilitate capacity building in the built environment sector especially architects, quantity surveyors, estate managers and valuers to ensure efficient delivery of shelter and human settlement services.
- To manage Housing Scheme for public servants.

As will be noted in table 11 below, the ministry's main challenge is how to meet the required human resources to deliver the required services in realizing the various objectives it has embarked upon. At the time of the study, the highest vacancy levels were in the fields of structural engineering (100%); quantity surveying (59%) architecture (54%); landscape (60%); building supervision (54%); housing officers (50%) and estate management (45%). While high attrition rates through HIV/AIDS plight has contributed, the situation has been made worse due to lack of trained people on the labour market as training takes so many years in most of the areas which make them to be most expensive. It was reported that efforts have been made to implement a training programme at technician level at the University of Malawi (Polytechnic). However, the gaps are so huge in the face of competition from and needs of the private sector.

*Table 11: Vacancy Situation – Ministry of Housing As at 31<sup>st</sup> May, 2003*

***By Grade***

Grade	Estab	Filled	Vac	% on Est	% on vacs
P2	2	1	1	50	1.16
P3	2	1	1	50	1.16
P4	5	5	-	0	0
P5	3	-	3	100	3.49
P6	-	-	-	-	-
P7	22	12	10	45	11.63
P8	37	18	19	51	22.09
PO	61	9	52	85	60.47
<b>Totals</b>	<b>132</b>	<b>46</b>	<b>86</b>	<b>65</b>	<b>100</b>

***By Profession/Technical field***

Profession	Estab	Filled	Vac	% on Est	% Vacancy Rate
Buildings Quantity Surveyors	17	7	10	59	16.95
Architects	28	13	15	54	25.42
Structural Engineers	9	5	4	44	6.78
Building Services Engineer	2	0	2	100	3.39
Building Supervisors	11	6	5	45	8.47
Landscape Architects	5	2	3	60	5.08
Horticulturists	3	2	1	33	1.69
Estates Management Officers	14	8	6	43	10.17
Valuation officers	17	11	6	35	10.17
Housing Officers	4	2	2	50	3.39
Electrical Engineers	11	7	4	36	6.78
Systems Analyst	1	0	1	100	1.69
<b>Total</b>	<b>122</b>	<b>63</b>	<b>59</b>	<b>48</b>	<b>100</b>

#### 4.2.10 Department of Human Resource Management and Development

The overall mission of the Department is to foster and sustain a high quality, results-oriented, accountable and transparent Public Service through systematic development and implementation of sound human and institutional resource management policies, strategies, systems and practices in order to ensure efficiency and effectiveness. Therefore, it is evident that the Department has a crucial role in ensuring that the public service develops, adopts and implements policies that ensure that the required human and institutional resource capacity both in terms of quantity and quality is available. Attrition through natural causes has significantly weakened the strategic role of DHRMD to contribute to public service management. In particular, these relate to lack of capacity on the ground for human resource planning, management information and policy development in the area of mainstreaming HIV/AIDS into HRM policy and practices as well as making the regulations responsive to the prevailing debate on HIV/AIDS.

Table 12 below highlights the magnitude of the vacancy situation within the Department which has compounded on its corporate ability to contribute to strategic management within the public service. The absence of human resource planning specialists within its structure is evident. Hence, its weak capacity to promote and sustain capacity in this area to inform the other HRM functions and strategy accordingly.

*Table 12: Vacancy Situation – DHRMD As at 31<sup>st</sup> May, 2003.*

##### *By Grade*

Grade	Estab	Filled	Vac	% on Est	% on vacs
P2	1	1	0	0	0
P3	3	3	0	0	0
P4	7	7	0	0	0
P5	14	11	3	21	6.12
P6	-	-	-	-	-
P7	17	4	13	76	26.53
P8	30	8	22	73	44.9
PO	20	9	11	55	22.45
<b>Totals</b>	<b>92</b>	<b>43</b>	<b>49</b>	<b>53</b>	<b>100</b>

##### *By Profession*

Profession	Estab	Filled	Vac	% on Est	% Vacancy Rate
Human Resource Planners	11	3	8	73	16.67
HR Development Officers	16	5	11	69	22.92
Management Analysts	33	16	17	52	35.42
Policy Researchers	3	3	0	0	0
HR management Officers	15	6	9	60	18.75
Systems Analysts	5	3	2	40	4.17
Personnel Auditors	4	3	1	25	2.08
<b>Totals</b>	<b>87</b>	<b>39</b>	<b>48</b>	<b>55</b>	<b>100</b>

### 4.3 OBSERVATIONS ON INSTITUTIONAL VACANCY ANALYSIS

Although the vacancy analysis has not taken into account the actual performance of the available human resources within the various professional or occupational fields by using relevant performance tools, the vacancy profile at institutional level confirms the existence of the tremendous challenge facing the public service in meeting its goals and intentions. The HR capacity gaps that have emerged due to high attrition rates are evident and the primary cause to service delivery problems. Despite this situation, the vacancy crisis provides an opportunity to the GoM to rethink its human resource and institutional development, policies, strategies and practices. For one thing, there is still growing demand and expectations as regards the scope and quality of services that can be provided by both the centre and sectoral institutions as well as district structures. Yet, such expectations do not match reality on ground especially if one takes into account the fact that expanded service delivery programme must rest on some judgement or assessment concerning current institutional performance.

In essence, therefore, professional services will continue to suffer both in terms of quality and adequacy. Although emphasis has been to enhance and intensify the education and training function to ensure the availability of required personnel with relevant skills and knowledge, the major constraint in realizing and sustaining these intentions is limited budgetary capacity. The situation is unlikely to improve significantly within the short-term. Additionally, there is equally lack of capacity within the providers of training and education institutions mainly at three levels, namely; financial, facility infrastructure and human resources. The lack of capacity in training and education institutions is further reinforced by cases of dropouts and loss of students or trainees from the training/education system through HIV/AIDS related sicknesses and deaths. Like in the mainstream public service institutions it was learnt that measures to prevent and mitigate the effects of HIV/AIDS at tertiary level institutions through counselling and mainstreaming into policies and workplace programmes are yet to be effectively institutionalised.

In this regard, a number of ministries argued that given the current HR capacity limitations, among others, it is a far-fetched dream to resolve the identified issues within the short-term. Rather, the short-term context was viewed as providing the opportunity to GoM to identify relevant and sustainable options for capacity building aimed at assisting sectoral institutions and the Universities to adopt appropriate interventions to reduce the high vacancy levels arising from high attrition rates mainly as a

result of HIV/AIDS. Given this plight, therefore, it is only logical that in exploring replacement of skill mixes, a balance need to be made between strategic options that may not be costly through innovative ideas and the traditional measures through increased investment in skills training and recruitment to fill the gaps.

*The determination of such a balance, by and large, should be aided by the ability to ask the right questions to strategy identification and development. For example, such questions may include; what are the priorities in view of emerging issues revealed by high vacancy levels within the public service? How should things be done differently to deliver the same services or more? What type of institutional structures, organization methods, systems and procedures should be in place? Is it possible to deliver services jointly with other stakeholders and what partnerships and roles should be in place? The search for answers to these questions and others should be a revealing and rewarding process. The driving force should be a clearly defined vision for delivery of quality or reasonable service and all stakeholders concerned with public service effectiveness and efficiency should, therefore, be committed to that vision and anticipated outcome.*

#### 4.4 CONCLUSIONS

Institutional effectiveness is, by and large determined in terms of responsiveness or ability to implement agreed programmes and activities. This has often entailed understanding institutional strengths, weaknesses, opportunities and threats. Hence, the identification of critical areas of need and the confirmation of high vacancy levels particularly at professional and technical levels provides a major platform to resolving HR related institutional challenges within the respective ministries. In the next part, therefore, an attempt has been made to discuss the UNV support as part of short-tem stopgap measure.

<b>PART FIVE</b> <b>5.0 PLACEMENT OF UNITED NATIONS VOLUNTEERS (UNV's)</b>
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**5.1 INTRODUCTION**

The terms of reference also required the Consultants to determine which critical areas should be considered for placement of UNVs as capacity replenishment measure within the short-term. In addition, the Consultants were expected to determine a replenishment programme for the long term.

In this part, therefore, the UNV requirements for capacity building within the identified critical areas are presented and discussed. The final placement position or outcome will largely depend on the financial capacity to support the required numbers of UNV personnel and the proposed interventions that Government will adopt for the long-term situation in the face of high attrition rates on one hand and the mitigation of HIV/AIDS on the other as a special concern.

**5.2 RATIONALE FOR UNV SUPPORT**

Before the specific needs of UNVs are discussed it is worth pointing out that the rationale for UNV support is not necessarily to fill gaps within the public service as a routine or normal exercise. Rather, it is to help government with capacity building efforts in the high impact areas of service delivery and policy execution. For one thing, UNV support is specialized service which draws upon people who are in their middle or top level careers or may have had retired but have had extensive and relevant experience in their fields of specialization and occupation. Therefore, once in position it is expected that the UNVs will help the respective ministries to deliver the services with an added impact not only within the area of operation but towards the realization of overall ministry strategic objectives. The idea is that they will help respective institutions to focus a policy issues, strategies, systems, guidelines and procedures to sustain the delivery of services within the critical areas of need as well as to interface with the various sectors.

By and large, therefore, this means being certain that the identified critical areas have high impact or strategic value in achieving organizational effectiveness in the delivery of services. As discussed in the early parts of this report, critical areas of need have been determined by, first, their

policy contribution or value within the effects of high level attrition and second the scope of vacancies within the professional fields. In the former, the vacancy level may not be as high but the impact on institutional effectiveness may be significant while in the latter it is the number of vacancies coupled with their reasons that determine the criticality of the occupational field. It is against this rationale and definition of critical areas of the need that the placement of UNVs has been considered and recommended.

### **5.3 INSTITUTIONAL SUMMARY OF CRITICAL AREAS OF NEED**

The extent of the critical areas of need have been discussed in the preceding sections. As will be noted the magnitude of the problem as revealed by the vacancy analysis within the respective ministries far exceeds any short-term measures that government and development partners may adopt. The placement of the UNVs, therefore, is only one of the options towards lasting solutions as regards building the required HR capacity within the public service with the limited available resources and high attrition rates threatening the very initiative.

In order to determine priority areas consultants met with key personnel within the respective Ministries to indicate their needs for UNV support. On the basis of these consultations a vacancy summary for each ministry covered has been outlined in Part Four. However, it must be pointed out that the process of determining the priority areas varied between the ministries in that in some ministries the Consultants were privileged to meet the senior management team while in others the task was left to the human resource management function. In both cases, every effort was made that the areas identified had greater value added to organizational effectiveness and that the prevailing situation is a result of the impact of HIV/AIDS on the public service besides other factors.

In the following sub-sections, therefore, outlines of areas of need of respective institutions for the placement of UNVs are presented. Although the availability of UNV personnel may not be as large as may be anticipated the recommended numbers simply reflect the reality on the ground to facilitate strategic input. As already pointed out, the actual placement may vary depending on the actual numbers of UNV personnel available and other requirements that may be determined in the course of discussing their placements.

### 5.3.1 Ministry of Agriculture, Irrigation and Food Security

While the professional vacancy level is quite high in all areas the ministry's immediate needs for UNV support were identified by senior management team as follows:

#### 1. Department of Agriculture Research Services

<u>Area of Occupation or Specialisation</u>	<u>Occupational Objective(s)</u>	<u>Recommended UNV Support</u>
1.1 Animal Breeding	* To design and develop a Dairy cattle and Malawi Zebu Breeding Programme as well as further identify production traits into the Breeding Programme.	1 specialist with relevant background experience and professional background
1.2 Pasture Agronomy	*To design experiments and implement them so that potential high yielding technologies (pastures/ storage) are identified, recommended and disseminated to farmers in Malawi.	1 "
1.3 Farming Systems Specialist (Agriculture Economist)	*To analyse potential agriculture technologies in order to meet the economic and financial soundness bearing in mind the existing macro and micro-economic environment/circumstances.	1 "
1.4 Biometrician	*To provide advice on the statistical design and interpretation of experimental data to scientists in the Department.	1 "
1.5 Instrumentation Technician	*To train laboratory staff on single maintenance of Laboratory equipment.	1 "
<b>Sub-Total</b>		<b>5</b>

## 2. Department of Agriculture Extension Services

<u>Area of Occupation or Speciliasation</u>	<u>Occupational Objective(s)</u>	<u>Recommended UNV Support</u>
2.1 HIV/AIDS and Gender	<p>*To interpret and implement Agriculture sector policy on Gender and HIV/AIDS.</p> <p>*To provide technical and administrative support for implementation of the sector HIV/AIDS and Tendel Strategic frameworks.</p> <p>*To mainstream HIV/AIDS and gender issues into all programmes and projects within the on-going and up-coming ones.</p> <p>*To increase participation of all gender categories in the agricultural development and sustainable livelihoods with full realization of access and benefits to agricultural programmes.</p> <p>*To increase participation of all gender infections and effects to the sectors core business through workplace through workplace HIV/AIDS programme.</p>	8 Specialists
2.2 Corperative Farming	*To assist in the formation and development of small holder farmer corperatives.	9 officers with relevant professional background experience.
<b>Sub-total</b>		<b>17</b>

### 3. Department of Agriculture Planning Services

<u>Area of Occupation or Specialisation</u>	<u>Occupational Objective(s)</u>	<u>Recommended UNV Support</u>
3.1 Monitoring and Evaluation	*To strengthen capacity for policy implementation and delivery of services through the development of appropriate systems and training of officers	1
3.2 Marketing and Trade	*To provide advice and analysis on marketing and trading of agriculture products particularly with regard for rural and small scale farmers.	1
3.3 Information Technology	*To develop a responsive data base and system for the agricultural sector that will facilitate fast decision-making as well as policy analysis and implementation.	1
3.4 Policy Analysis	*To help analyse the effects of various policies within the MASIP framework and Overall policy for the sector.	1
<b>Sub-total</b>		<b>4</b>

### 4. Human Resource Management and Development Unit

<u>Area of Occupation or Specialisation</u>	<u>Occupational Objective(s)</u>	<u>Recommended UNV Support</u>
4.1 Human Resource Planning	*To help the Ministry develop capacity for sectoral human Resource requirements and utilization based on informed strategies that are linked to the corporate strategic plan. *To help train HRM officers to undertake surveys and develop HRP plans.	1
4.2 HIV/AIDS Work place Place Programmes	*To develop HIV/AIDS workplace programmes.	1
<b>Sub-Total</b>		<b>2</b>

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## 5. Department of Crops Production

<u>Area of Occupation or Specialisation</u>	<u>Occupational Objective(s)</u>	<u>Recommended UNV Support</u>
5.1 National Scheme Management	*To help put in place a national scheme for crops production.	1
5.2 Crop Production (Horticulture)	-	1
<b>Sub-Total</b>		<b>2</b>

### 5.4.2 Ministry of Education, Science and Technology

The results of the study have revealed partial status of the vacancy situation within the Ministry because the focus was on positions from the PO/AO grade and above. As revealed under other studies as well as confirmed during discussions the overall vacancy level is quite high but the actual number has varied depending on the cut-off point used and partly depending on the available data. The average vacancy situation was reported to be around or above 8,000 before this study mainly within the teaching fields. The trend has been increasing in view of high attrition rates mainly associated with the impact of HIV/AIDS combined with non-responsive human resource policies and practices. Like in other ministries, the implications on available resource to find long-term solutions are enormous and not so easy to come by. However, the ministry, with support from development partners, has embarked upon on-going reform initiatives including primary and secondary school teacher training and development as well as review of supporting legislation and policy strategies.

In this respect, the ministry's critical needs for short-term assistance are largely to develop capacity in education planning, education methods advisory services, information technology, project financial management and budgeting, and management of HIV/AIDS programme activities both at the work place and the sector in general. Although the extent of the numbers required was not definitive, the specific areas for UNV support were determined as follows:

## 1. Education Planning Division

<u>Area of Occupation or Specialisation</u>	<u>Occupational Objective(s)</u>	<u>Recommended UNV Support</u>
1.1 Education Planning	<p>*To help with and development of planning systems taking into account the various government policy initiatives affecting the education sector and the implementation of education programmes and projects.</p> <p>*To help on the job training of education planners that shall be recruited to gain relevant and practical experience.</p>	1
1.2 Policy Analysis	*The ministry education policy and legislation are under-going review and there is need for for education policy analyst.	1
1.3 Information Technology	<p>*To help computerize and integrate data base within the ministry as well as the sector including on HIV/AIDS trends.</p> <p>*To help train or equip counterparts.</p>	1
<b>Sub-total</b>		<b>3</b>

## 2. Education Methods Advisory Services Division

2.1 Education Methods Advisory Services	<p>*To help build capacity for developing an effective Education Methods Advisory Service system at the centre, division and district. This will help with improvement of education standards and quality.</p>	1
<b>Sub-Total</b>		<b>1</b>

### 3. Finance and Accounts Division

<u>Area of Occupation or Specialisation</u>	<u>Occupational Objective(s)</u>	<u>Recommended UNV Support</u>
3.1 Finance Management and Budgeting for Project Planning and Implementation	*To help put in place the cost-benefits systems and guidelines required for effective management and budgeting of various projects under the Ministry.	1
<b>Sub-total</b>		<b>1</b>

### 4. Human Resource Management Division

<u>Area of Occupation or Specialisation</u>	<u>Occupational Objective(s)</u>	<u>Recommended UNV Support</u>
4.1 HIV/AIDS Specialist	*To help mainstream HIV/AIDS and gender issues into the education sector particularly in development and teacher training .  *To put in place HIV/AIDS work place programmes	2
<b>Sub-Total</b>		<b>2</b>

#### 5.1.3 Ministry of Health and Population

The Ministry's long-term Health Plan has clearly stipulated the human resource challenges being faced and the overall impact on the health sector. As reflected in the vacancy analysis profile for the ministry, the most affected areas have continued to remain within the clinical, nursing, pharmacy and other core occupations. The ministry's plight has significantly been worsened with the exodus of clinical and nursing personnel outside Malawi both overseas and within the region besides the impact of HIV/AIDS and the long time it takes to train and recruit such personnel.

At the time of the study it was noted that in the specialist occupations such as clinical, a number of vacancies do exist and there is also a significant presence of technical assistance personnel and volunteers . In

addition, it was noted that the Ministry has embarked on a six year fast-track staff training and development plan which is being implemented with funding from development partners. Although the overall return or impact of this effort is yet to be determined, it is the right step in the right direction provided sufficient numbers are produced not only for the needs of the ministry but the whole health sector. For one thing, the impact of shortage of health personnel has additional immediate negative consequences not directly related to HIV/AIDS; say in the provision of midwifery services where the life of a pregnant woman may be in danger because there is no one to attend to her in the labour ward. Similar cases can be cited which complicate the situation when the impact of HIV/AIDS is added.

While appreciating the high vacancy levels in all professional occupations, at the time of the study, it was particularly recognized that UNV support for capacity replenishment will be required in the following functional areas; highest priority, however, for consideration of UNV placement was placed in health professional occupations.

<u>Area of Occupation or Specialisation</u>	<u>Occupational Objective(s)</u>	<u>Recommended UNV Support</u>
1. Health Planning	*To help with project planning and implementation within the health sector.	1
2. Policy Analysis	*To help with the review and consolidation of health reforms taking into account budgetary requirements and economic analysis as well as the decentralization process.	1
3. Research	*To conduct operational research that will inform the development of health systems and policy development from an integrated perspective. *To help in the training of research officers to be recruited.	1
4. Information Technology	*To facilitate the development and implementation of health sector management information system to inform strategic management.	1
5. Human Resource Planning	*To strengthen capacity in developing strategies and guidelines in monitoring the implementation of the health sector HRP.	1
*6. Specialised Areas	To meet HR shortfalls within	(see note below)

specialized services and provide on the job training support. because of substantial vacancy levels and require other interventions apart from UNV Support.

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**Sub-Total**

**5**

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**\*Note:** Although during the study emphasis for UNV placement was in areas other than specialist health services during the stakeholders meeting in July it was indicated that priority for UNV support should be given to cover health specialist occupations including frontline staff and that progress had been made with UNDP and other Donors to consider technical assistance programme which would eventually see the placement of UNVs and other personnel in the hospitals, ministry departments as well as teaching or training institutions as part of capacity building programme. In our view, this reported progress is partly a direct response to the articulate and comprehensive long term health plan and human resource plan that the ministry has adopted as well as a function of committed and programmatic leadership within the ministry. We understood that the technical or specialist areas that the Ministry has discussed with UNDP or other Donors include Surgeons (16); Anaesthetist (14); Gynaecology (42) Obstetrician (14). These numbers have not been included in the UNV personnel total requirements indicated in this report as it will require special arrangements and may take sometime to be concluded and personnel to be sourced because of the size and nature of specialities involved.

<u>Area of Occupation or Specialisation</u>	<u>Occupational Objective(s)</u>	<u>Recommended UNV Support</u>
7. HIV/AIDS Coordination	*To develop work place programmes and sectoral integration into policies and strategies.	1
8. Public Health Management	*To help develop strategies and guidelines for ensuring that health services in the clinical and nursing fields are up to standard and of quality through effective supervision practices; student attachments etc.	2
<b>Sub-Total</b>		<b>3</b>

As indicated earlier on the Ministry has developed and adopted a ten-year health plan for capacity building. What is required is the political and

leadership commitment to implement the strategies and regularly monitor and review progress. This is important in that although HIV/AIDS is not a exclusively a problem on the health sector, the Ministry is one of the key players in helping to minimize its effects and help other institutions on how best to strategise for the effects at least in the provision of drugs to prolong life.

#### 5.1.4 Ministry of Water Development

The Ministry has over the years faced chronic staff shortages particularly in highly specialized occupations such as water engineers, and hydrologists who apart from their initial academic qualifications have to undergo relevant professional training both on the job and off the job. However, the discussions with the Management Team within the Ministry and the subsequent vacancy analysis identified the following critical occupational areas for the consideration of UNV support.

<u>Area of Occupation or Specialisation</u>	<u>Occupational Objective(s)</u>	<u>Recommended UNV Support</u>
1. Water Resources Analysis and Planning	*To undertake a water resource analysis within the sector for the development of National Water Plan.	1
2. Policy Analysis	*To strengthen capacity for policy analysis within the Ministry and the Water sector. *To integrate the water sector with other sectors for a more responsive policy implementation environment. *To help in strategizing for decentralization of water services.	1
3. Water Quality	*To provide on the job training as well as strengthen capacity for water quality analysis and monitoring.	1
4. Ground Water	*To strengthen capacity for the provision of ground water and provide on the job professional training through monitoring supervision and evaluation.	1
5. Hydrology	*To strengthen capacity for water processing and analysis and provide on the job training on the operation of hydrological network.	1
6. Information Technology	*To help develop an integrated	1

	data base within the ministry and the entire water sector and related sectors. *To provide relevant input for strategic management of water supply and water resources as well as systems development including on the management of HIV/AIDS issues.	
7. Research	*To enhance capacity for collecting and analysing data on water resources and water supply and provide necessary training to other staff.	1
8. Training Needs Analysis	*To help identify priority training needs within the sector and develop a comprehensive training plan and strategy for implementation including identifying implications of the decentralization process on quality and standards for training and development.	1
9. Communications	*To produce materials on water safety and sanitation for dissemination to the general public	1
<b>Sub-Total</b>		<b>9</b>

## Ministry of Gender and Community Services

The erosion of the human resource base in the ministry through high attrition rates has opened critical capacity gaps that need to be addressed both with stopgap measures and long-term arrangements. For the purpose of UNV assistance, the following areas and requirements were identified following discussion with the Management Team.

<u>Area of Occupation or Specialisation</u>	<u>Occupational Objective(s)</u>	<u>Recommended UNV Support</u>
1. Policy Analysis	*To help review existing policies and make them responsive to poverty reduction strategy forms.	1
2. Monitoring and Evaluation	*To help with the development and institutionalisation of a monitoring and evaluation system linked to policy, project and programme implementation.	1
3. Information Technology	*To design data management	1

	and information system that is responsive to the needs of the target groups and development of appropriate policies and strategies within the sector.	
4. Curriculum Development	*To support the on-going reform of Magomero Training College in addressing HR capacity needs for which the Ministry is responsible.	1
5. Publications/Documentation	*To support the Adult Learning and Literacy Programme to develop relevant strategies and self-sustaining initiatives.	1
6. Training Needs Assessment	*To undertake an extensive training needs assessment for the Ministry needs as well as for the whole social sector to feed into training programmes for Magomero and other institutions.	1
7. HIV/AIDS Coordination	*To develop workplace programmes. *To help mainstream HIV/AIDS issues into the Ministries policies, strategies and programmes focusing on communities.	1
8. Behaviour Reformation	*To help build local capacity through designing and delivery of specialised programmes with the involvement of ministry staff.	1
9. Child Protection	*To help in the design and delivery of specialized programmes as well as build local capacity through counter parting arrangements.	1
10. Psychotherapy	*To provide reformation and rehabilitation services and help build local capacity through training.	1
11. Appropriate Technologies	* To help build capacity among Local staff Magomero for designing appropriate technologies for community empowerment.	1

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**Sub-Total**

**11**

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With regard to numbers 8 – 10 indications were made that discussions were in progress with UNICEF to extend the services of UNVs who are currently in place. If successful the required number of UNV under the proposed scheme would be reduced to 8.

#### 5.1.5 Ministry of Transport and Public Works

Within the ministry the critical areas for UNV support arising from high attrition rates were identified with the Ministry representatives as follows:

<u>Area of Occupation or Specialisation</u>	<u>Occupational Objective(s)</u>	<u>Recommended UNV Support</u>
1. Policy Analysis	*To help identify policy implications and strategies in the commercialisation of PVHO and resulting institutional arrangements.	1
2. Management of Training	*To help the Marine Training College and School of Civil Aviation develop appropriate strategies for enhanced training capacity building and identification of self sustaining initiatives.	2
3. Information Technology	*To help develop and integrated management information system within the transport sector.	1
4. HIV/AIDS Coordination	*To help develop work place programmes. *To mainstream HIV/AIDS issues into the transport sector policies and programmes.	1
<b>Sub-total</b>		<b>5</b>

#### 5.1.7 Ministry of Labour and Vocational Training

The ministry's main challenge is to ensure the availability of required skill services on the labour market and ensuring that unemployment levels are significantly minimized through the adoption of relevant policies and strategies resulting from labour market led analyses and research. However, HR shortages largely influenced through high attrition rates by death which were described by the Management Team at a minimum of two per month have seriously undermined the ministry's ability to realize its strategic intentions. Although high vacancy levels exist across the

board within the ministry, the most affected and requiring UNV support were identified as follows:

<u>Area of Occupation or Specialisation</u>	<u>Occupational Objective(s)</u>	<u>Recommended UNV Support</u>
1. Labour and Employment Policy Analysis	*To help review and analysis labour and employment Policies to take into account poverty alleviation issues.	1
2. Labour Markets Development	*To help develop within urban centres, vocational and community programmes.	1
3. Occupational Safety and Health	*To help with industrial development and maintenance strategies.	1
4. Social Security Fund Management	*To help in the development and establishment of social security fund and its mechanisms	1
5. Curriculum Development	*To enhance capacity for vocational training as well as research related training.	1
6. Information Technology	*To develop an integrated management information system and comprehensive database for the labour market and industry.	1
7. HIV/AIDS Coordination	*Workplace programming *Mainstreaming HIV/AIDS in the industrial sector.	1
8. Labour Economic/ Planning	*To help develop guidelines, systems and programmes for undertaking labour market analysis and research and institutionalise monitoring, Review and evaluation mechanisms with the involvement of key stakeholders.	1
<b>Sub-Total</b>		<b>8</b>

### 5.1.8 Ministry of Finance

Due to a busy schedule and demands placed on the officials, it was extremely difficult to meet the management team on several occasions. However, the meeting with HRM Section provided insight into the Ministry's requirements as reviewed from the questionnaire. In our assessment the Ministry of Finance requires UNV support in the areas of financial planning, aid and debt management; information management; and HIV/AIDS Coordination as outlined below.

<u>Area of Occupation or Specialisation</u>	<u>Occupational Objective(s)</u>	<u>Recommended UNV Support</u>
1. Policy Analysis	*To help strengthen capacity for management in the areas of economic analysis and coordination lined to, budget management.	1
2. Budget Coordination	*To help review systems and guidelines for monitoring and reviewing budget performance within the public service and develop relevant strategies, systems and guidelines.	1
3. Aid/Debt Management	*To help review and develop capacity for aid/debt management	1
4. Technology Information	*To enhance capacity for developing a responsive data base in tracking budgetary performance and enforcing budget control measures.	1
5. HIV/AIDS Coordination	*To promote work place programmes	1
<b>Sub-total</b>		<b>5</b>

### 5.1.9 Ministry of Housing

The HR capacity gaps so far determined are not conclusive in the sense that it was learnt that the DHRMD had just started to conduct a functional review of the ministry. It is anticipated that the results of the functional review may likely increase the establishment; in which case the number of vacancies including in the critical areas might increase. Furthermore, there were still some grey areas to be sorted out in terms of functional responsibilities between the Ministry of Housing of and Lands, Physical Planning and Valuation. In terms of the UNV personnel assistance, the following areas were considered a priority by the Management Team which was led by the Principal Secretary.

<u>Area of Occupation or Specialisation</u>	<u>Occupational Objective(s)</u>	<u>Recommended UNV Support</u>
1. Property Estate Management and Valuation	*To help put in place systems and procedures for property management and valuation including the training on the job of staff.	3
2. Housing Policy and Programme Planning	*To assist in the development of relevant policies and strategies as well as setting standards and monitoring systems for housing development at national level. *To help in strategy development for decentralization process and quality control and standards.	1
3. Housing Credit Management	*To assist in the development of appropriate systems, procedures and relevant data base for informed decision making and monitoring.	1
4. Information Technology	*To develop an integrated and comprehensive data base for management use.	1
5. Architecture	*To help deliver on job training and develop capacity building programmes, systems and guidelines.	1
6. Quantity Surveying	*To help deliver on job training and capacity building programme, develop systems and guidelines.	1
7. Service Engineering	*To help deliver on job training and capacity building programme, develop systems and guidelines.	1
8. Rural Housing	*To strengthening capacity for rural housing policy development and plan.	1
9. HIV/AIDS Coordination	*To help put in place work place programmes and mainstreaming HIV/AIDS into housing policies and Strategies.	1
10. Structural Engineering	-	1
11. Property, Mortgage and Construction Law	-	1
<b>Sub-Total</b>		<b>13</b>

**Note:** During the stakeholders meeting it was learnt that the valuation function and officers had been transferred to the Ministry of Lands, Physical Planning and Valuation.

### 5.1.10 Department of Human Resource Management and Development (DHRMD)

As a central agency for the provision of responsive human resource management and development policies and strategies it faces critical HR capacity constraints. Discussions with the Principal Secretary for the Department helped to identify requirements for UNV personnel for the following areas.

<u>Area of Occupation or Specialisation</u>	<u>Occupational Objective(s)</u>	<u>Recommended UNV Support</u>
1. Human Resource Planning	*To help in the development of institutional capacity to consolidate the human resource function and develop relevant strategies for public service wide coordination and strengthening of the function.	1
2. Information Technology	*To help develop and consolidate the HR data base within the Department and with sectoral institutions that will contribute to effective public service management improvement including within the human resource management function.	1
3. HIV/AIDS Coordination	*To promote work place programmes.  *To integrate HIV/AIDS in HRM policies regulations and strategies Including conditions of service.	1
<b>Sub-Total</b>		<b>3</b>

#### 5.4 SUMMARY OUTLINE FOR UNV REQUIREMENTS

Emerging from the respective ministry or institutional outlines is that there is a growing expectancy for sustainable solutions to deal with the HR capacity gaps largely attributed to the high vacancy levels currently prevailing within the public service. While the outlines are only indicative of the overall picture, they are also good indicators upon which UNV support could grow over the years especially in helping capacity building within strategic areas of need. Overall, the requirements for UNV personnel as revealed through this study can be summarized as in Table 13 below.

*Table 13 : Overall Summary of UNV Needs in Critical Areas*

Name of Ministry of Department	Number of UNVs Required
1. Agriculture, Irrigation & Food	30
Security	7
2. Education, Science & Technology	8
3. Health & Population	9
4. Water Development	11
5. Gender & Community Services	5
6. Transport & Public Works	8
7. Labour and Vocational Training	5
8. Finance	13
9. Housing	3
10. DHRMD	
<b>TOTAL</b>	<b>99</b>

It should be noted that the critical occupation areas identified especially with regard to planning and information technology, for example, fall under common service responsibilities in the public service. While presently the institutional needs require short-term arrangements through UNVs, it is important that the respective institutions responsible for such common occupations should be involved and committed to the long-term arrangements to build capacity with the local base. Their input into counter-parting arrangements recruitment and training interventions will be required. This will in turn depend on how their respective institutional capacity needs shall be met to support improve management of common services.

## 5.5 KEY ISSUES FOR UNV PROPOSED PLACEMENT

### 5.5.1 Critical Factors for Consideration

To facilitate the placement of the required UNVs, it will be important to consider factors that will contribute to a successful programme implementation. In our view these shall include, among others, the following.

- *Definition of Job requirements*
- *Determination of the Recruitment Process*
- *Determination of Duration of Tour*
- *Clarification of Obligations of Government and UNV Agency*
- *Counterpart Arrangements*
- *Monitoring, Review and Evaluation Mechanisms*
- *Orientation Arrangements for UNVs.*
- *Determination of Commencement and Launch Date of the UNV Scheme.*

These are elaborated as follows:

#### 1. *Definition of Job Requirements*

In order to source the right people to the various positions and levels the prospective beneficiary institutions should prepare job descriptions and indicate the professional requirements of the job including the specific competences, knowledge and experience the prospective candidates should possess. These will need to be submitted for UNVs Agency consideration in time so as to facilitate the search within their HR inventory as well as make the necessary observations or clarifications. This will also enable the respective Ministries to identify the right people from the many possible candidates whose CV's will be submitted for scrutiny. As not all ministries may have capacity to develop comprehensive job descriptions and job specifications DHRMD personnel could help as may be required to either conduct a job description writing orientation or to write the specific job descriptions on behalf of the institutions in question.

#### 2. *The Recruitment Process*

It will be important for UNV Agency and UNDP to indicate how long the process of identifying a candidate and placing him or her takes so that the process is initiated as early as possible. In this regard, the role of beneficiary ministries and UNV Agency will need to be defined

to avoid unnecessary bureaucratic delays. Equally important is the need for the beneficiary ministries to determine in advance the level or grades at which the UNV personnel shall be engaged and the confirmation of actual numbers required. This is important for one main reason. Some of the UNVs will be attached to policy or management positions at senior levels and, therefore, the right people with the relevant experience at similar levels need to be identified and engaged. Within the beneficiary institutions the HRM function should be activated and work with the heads of the respective sections where the UNVs will be placed and work together as closely as possible.

### 3. *Determination of Duration of Tour*

A significant extension of the recruitment process but distinct is the determination of the duration of the tour and circumstances under which extensions could be made and for how long. Such a requirement will also help the beneficiary institutions to determine whether a single tour or more will be required to address capacity building issues in addition to delivery of services while the UNVs shall be in positions.

### 4. *Clarification of Obligations of the Government and UNV Agency*

One of the common issues that were raised during discussions with various ministries was on the operational modalities of the scheme. In particular, what shall the receiving ministries be responsible for, on one hand, and, on the other, what obligations shall be fulfilled by UNDP/UNV Agency in addition to sourcing the necessary expertise and required numbers. Once determined, the obligations should constitute part of memorandum of understanding in addition to other areas of relevance that may be agreed upon.

### 5. *Counterpart Arrangements*

By and large the UNV support should be seen in the context of capacity building as opposed to gap filling for the scheme to contribute significantly towards the long-term strategic issues facing the public service. A key requirement should be the identification of counterparts who are willing to learn and have the right attitude in addition to their academic or professional qualifications. On the other hand, the UNV expert must have capacity to train and transfer skills to the counterpart officer and ensuring that an enabling relationship is in place. In this regard, top management within the respective institutions should ensure that monitoring and review arrangements

on how this will be managed should be in place in addition to ensuring the availability of resources to make the counterpart arrangements productive and a success. It is also important to clearly underscore the expectations of top management to both parties in line with long-term corporate plans.

It should also be pointed out that in some cases counterpart arrangements may be extremely difficult because the people may not be there given high vacancy levels in some of the occupations. In such cases, innovations on how best to ensure capacity building will be necessary, for example, arrangements can be made through regular reporting to the head of the section or department as well as to the Management Team Meetings.

As part of ensuring capacity building through counterpart arrangement, it is important that identification of the counterpart staff should be one of the key condition for DHRMD to process the recruitment of UNV personnel for every institution. The fulfilment of such a condition by the respective institutions will demonstrate commitment and readiness.

#### *6. Monitoring, Review and Evaluation*

While this will be necessary for the counterpart arrangements, within respective ministries, there is need for such mechanisms to exist for the whole scheme. In the first place, it will help to provide lessons drawn from various institutions both in terms of progress and challenges being met on the ground. Secondly, it will help to review overall progress including on sustainability of local capacity building beyond the UNV scheme implementation.

In this regard, there will be need for institutional arrangements to manage the scheme. This aspect is discussed further later in the report.

#### *7. Orientation Arrangements for the UNVs*

Although the UNVs are experts in their respective occupations, their contribution may be grossly limited if they do not understand the socio-economic and cultural environment, within which they shall be operating. Hence, the scheme should include orientation of the UNVs as is the case with other volunteer schemes such as JICA and Peace Corps. At another level those counterparts identified may also need an orientation to clarify expectations. Modalities can be worked out

as part of memorandum of agreement or as an evolving issue in the course of implementation.

#### 8. *Commencement and Launch of UNV Scheme*

A major indicator should be to determine in advance the expected commencement date. This will help to facilitate mobilization arrangements and ensuring that pre-tour activities and processes are on target. The commencement dates should take into account whether or not the scheme will be officially launched as a follow up action to the HIV/AIDS Impact Assessment Study. For one thing, the formal launch of the scheme or programme seems plausible as it would help to build political commitment and publicity which is one of the key success factors required to be developed and institutionalised in this initiative for long term capacity building goals to be realized.

#### 5.5.2 **Proposed Implementation Activity Outline**

In view of the foregoing and the overall objective to this assignment, it is necessary to adopt a working programme to guide the design and implementation of the proposed UNV scheme. Although the specific issues to be included will be determined as the GoM and UNDP consider the scheme based on the requirements and critical areas that have been identified, it is proposed that activities outlined in Table 14 should form the basis of such consideration and that the UNV Scheme should be operational by 1 December 2003 or earlier depending on the speed at which some of the processes involved will be handled.

*Table 14: Proposed Programme Activities for UNV Placement*

<b>Proposed Key Activity</b>	<b>Responsibility</b>	<b>Timeframe</b>	<b>Remarks</b>
1. Adoption of the Report on identification of critical areas for UNV replenishment in for the public service.	DHRMD/UNDP	End July, 2003	All necessary changes and requirements will have been agreed including the overall number of UNV personnel to be available. The adoption of the report will set the pace and commitment to proceed further.
2. Specific review and prioritisation of critical areas in view of the agreed number of UNV support which may differ from	Respective institutions and DHRMD through the steering and technical committees on the HIV/AIDS Impact	Mid – August, 2003	This will be based on the number UNDP/UNV Agency will have finally indicated after considering the recommended numbers

numbers and areas as initially indicated by institutions.	Assessment Study		within this report.
3. Submission of comprehensive request for UNV support by Government to UNDP.	DHRMD	End September, 2003	To be submitted with the relevant terms of reference and job descriptions.
4. Acceptance of request.	UNDP/UNV Agency	Early October, 2003	To indicate the requirements to be fulfilled by Government
<b>Proposed Key Activity</b>	<b>Responsibility</b>	<b>Timeframe</b>	<b>Remarks</b>
5. Singing Memorandum of understanding.	GoM (DHRMD)/UNDP	Mid-October, 2003	This will signal further commitment and the need to proceed to adopt the long term replenishment programme
6. Job Description Review and writing.	DHRMD/Line Ministries	August-October 2003	This will help to spell out personal specifications and job requirements.
7. Identification and short listing of UNVs	UNDP/UNV Agency	End October, 2003	The list to be submitted to Government and respective ministries.
8. Review of CVs and selection of prospective UNV candidates.	DHRMD/Respective Institutions	Mid November	Hence, the need for clear job descriptions and person specification.
9. Arrival of UNVs	UNDP/UNV/DHRMD	End November, 2003	This will require to design an appropriate programme and identification of facilitators.
10. Orientation of UNVs and Placement	DHRMD/UNDP/Respective Institution	Early December, 2003	
11. Commencement and Launch	DHRMD/Institutions/UNDP	Mid December, 2003	Placement should go along with a launch of the scheme. Details to be worked out jointly between UNDP/DHRMD

## 5.6 CONCLUSION

The success of the UNV support should not be seen only from the identification of the numbers and expertise required but more so in terms of ensuring that the necessary conditions are in place to create an enabling environment for their maximum contribution. It will be

important, therefore, that, at the centre DHRMD, through the appropriate institutional arrangements to be put in place, will coordinate the management of the UNV scheme. In this regard, it is likely that DHRMD's capacity to coordinate this initiative may need to be strengthened.

<p style="text-align: center;"><b>PART SIX</b></p> <p><b>6.0 EMERGING INSTITUTIONAL AND MANAGEMENT ISSUES FOR A CAPACITY REPLENISHMENT PROGRAMME WITHIN THE PUBLIC SERVICE</b></p>
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### **6.1 INTRODUCTION**

A key output of the study was the development of a replenishment programme for capacity building for the long-term HR requirements within the public service. As already acknowledged the placement of UNVs as a direct response to capacity replenishment within critical occupational areas among the respective institutions is only a partial fulfilment towards the long-term needs. Therefore, having considered the existing vacancy levels and the critical areas for UNV personnel support the Consultants proceeded to identify the relevant components and proposed a capacity replenishment programme which is discussed in the sections that follow.

### **6.2 THE CONCEPT OF A REPLENISHMENT PROGRAMME**

The idea of replenishment programme generally entails a strategic tool or base for HR supply and enhanced utilization to meet needs of the public service at all levels and particularly so within critical occupational fields. In this regard, it should be recognized that such a programme should be aimed at reinforcing and ensuring the required capacity to deliver core services. The programme should also help identify strategic options or interventions for minimizing vacancy levels and promote the effective utilization of the available expertise. In other words, it is reinforcement strategy to sustaining capacity to deliver services. It is against this understanding that, by and large, the Consultants have considered and discussed the capacity replenishment programme and its implications and challenges as well as the way forward.

### **6.3 PROPOSED KEY COMPONENTS OF A CAPACITY REPLENISHMENT PROGRAMME**

A Capacity replenishment programme must be actionable both at centre and sectoral levels with minimum duplication of effort as may be necessary through appropriate institutional mechanisms and the involvement of key stakeholders. Therefore, it is important to clearly determine the relevant components to appreciate their role and contribution towards capacity building for the long term and how their

impact can be measured and monitored within the appropriate institutional arrangements.

In terms of literature review and the discussion so far, it is clear that a responsive capacity replenishment programme should include issues affecting institutional and HRM policies, systems, processes and procedures. In particular, having considered the underlying challenges to capacity building in general, it is important to indicate that the capacity replenishment programme must take into account a number of factors of relevance to managing both high vacancy levels and attrition rates. Therefore, based on our discussions and review of the options that emerged, we consider and **recommend** the following to be main components for capacity replenishment beyond the initial UNV Support.

1. *The Identification and Placement of UNVs Within Critical Areas of Need.*
2. *The Expansion of other Existing Volunteer Services.*
3. *The Strengthening and Re-Launch of the National Volunteer Scheme.*
4. *The Review and Improvement of the Recruitment Process and Practices*
5. *The Strengthening and Improving Training and Development Practices.*
6. *The Strengthening and Improving of Human Resource Planning Function.*
7. *The Implementation of other outstanding Capacity Building Recommendations.*
8. *The Consolidation and Institutionalisation of HIV/AIDS policies, strategies and practices in the work place and sectoral and central policies.*
9. *Capacity Building Fund.*

The relevance of the respective proposed components is discussed briefly below and should be appreciated and considered in the context of strengthening the strategic management function and particularly human resource management practice. It is also important to indicate that while the proposed components are interrelated and interdependent, some have more relevance for short-term capacity replenishment while others have long-term impact as illustrated in Appendix 4. It should also be noted that although the components have not been presented in a logical or priority order, the most critical is human resource planning because of its strategic contribution or input into the rest of the components as well as strategic management process.

### **6.3.1 Identification and Placement of UNVs Within Critical Areas of Need**

The objective and anticipated contribution of UNVs placed in the critical areas of need has been extensively discussed in the previous sections of this report. However, it is important to point out that although the initiative is to be adopted as short - term measure, its contribution has long-term effects on institutional and management effectiveness within the public service. Hence, the need for strategic involvement not only of the line institutions but also both of the DHRMD as the lead institution for HR capacity building issues and UNDP for the relevant technical guidance and coordination and linkages with other development partners. In order to ensure that the scheme will effectively contribute to the objective of capacity building, monitoring, review and evaluation mechanisms within appropriate institutional arrangements must be in place with clearly defined terms of reference. For one thing, success with the scheme will help in the design of similar schemes at national level as noted later in the report.

### **6.3.2 Expansion of Other Existing Volunteer Scheme**

A certain proportion of HR requirements within several occupational areas in the public service are met through the provision of volunteer personnel under Peace Corps from United States of America; Volunteer Services Overseas (VSO) and Japanese Cooperation Volunteers (JOCV). Currently, the volunteer personnel are in such areas as health education, environment and other related areas and by end of May, 2003 there were a total of 157 volunteers as summarized at appendix 5.

Our understanding is that these volunteer schemes are intended to provide stop – gap measures in areas of critical need as defined in this report. The continued existence of the schemes and their possible expansion over the years would seem to suggest lack of appropriate strategy to build local capacity to replace volunteer personnel. However, given the high vacancy levels and their negative impact on service delivery it is recommended that the existing practice should be reviewed. This will help to identify areas where it is difficult to train and recruit people within the next two to four years especially in such sectors as health, education and agriculture. At the same time it would facilitate arrangements to increase the support within the short term. Such an arrangement should be accompanied by a corresponding programme to train more Malawians in basic skills essential to ensuring the delivery of required services within the sectors so that such volunteer schemes can only be sourced as and when required.

This arrangement will, however, require a more strengthened coordinating role within DHRMD by activating the HRP function to provide the necessary analyses as well as monitor, review and evaluate HRM practices including ensuring the promotion of succession planning, responsive recruitment, training and staff development practices. The overall aim should not only be to reduce the vacancy levels through engagement of additional volunteers in the relevant fields. Rather, the appropriate human resource capacity building strategies for their reduction should be put in place bearing in mind the promotion of HIV/AIDS related activities within the work place and sectoral policies and strategies.

### **6.3.3 Expanding and/strengthening of the National Volunteer Scheme**

While government should continue to explore the UNV and other international volunteer personnel services to help address HR capacity issues within key occupational areas it is equally important to develop a national scheme of volunteer personnel to meet short- term capacity needs in the public service. Although such a scheme is currently existing its focus has largely been limited to disaster management. Rather, its scope must be expanded to include the entire public service management needs. For one thing, while it has increasingly become difficult to recruit new personnel and retain them due to labour market competition both at local and international levels, there are a number of retired officers who could still be useful to provide services on short – term basis as may be determined. Apart from retired personnel, arrangements for professionals and experts from private sector or other public entities could be made to be seconded or attached for certain periods or hours or days in a week or month within particular fields provided the conditions are mutually agreed by all parties. The challenge, however, is political commitment to make such arrangements viable for the growth of the economy and building institutional capacities in all sectors. For one thing, capacity problems are not only within the mainstream civil service. It is affecting all sectors including NGOs and the private sector given the impact of HIV/AIDS on attrition rates.

Apart from assisting to meet capacity needs the national scheme could also be used to provide mentorship arrangements to new recruits or inexperienced staff members in order to gain the necessary professional development. Professionals or retired personnel can work with incumbents on particular assignments related to capacity building. In a way such a scheme should be designed with flexibility for the effective management of the both in terms of policy development and implementation, on one hand and delivery of services, on the other. Overall, the real contribution of such a scheme would depend on ensuring

that the operational and policy modalities are duly identified and considered as well as mutually accepted by various stakeholders to avoid unnecessary obstacles that could frustrate the scheme. Lessons can be learnt from the pilot project scheme in disaster management.

#### 6.3.4 Review of Recruitment Process and Practices

A responsive replenishment programme for the public service should be based, among other things, on an improved recruitment process and practices both within the respective line or sectoral institutions and central agencies. Such an initiative, in our view, should focus, among other issues, on the following:

(a) *Removal of Bureaucratic Delays*

One of the general outcry among the ministry representatives was that the vacancies under their establishments were partly as a result of bureaucratic delays within DHRMD and OPC besides the high attrition rates. In particular, it was cited that before any recruitment activity is processed with the Public Service Commission or the respective Appointments and Disciplinary Committees, authority for the recruitment to take place must be granted at two levels; first, from DHRMD and second from OPC. In the course of seeking approval it is alleged delays have been experienced as requests are not usually attended to in time and by the time the approval is granted, the prospective candidates will have found employment elsewhere or those who may have waited for promotion for a long time will have found other attractive offers and left the service. While the requirement to seek separate approvals was understood to help monitor the growth of the public service as well as check malpractices within the HRM practice, it was argued that there have never been cases that have been rejected and therefore the value added from the process seems not to be there apart from creating delays in recruitment process.

Overall, our view is that controls are essential as part of a responsive policy framework. However, they should not be detrimental to effectiveness and efficiency. In other words such controls should not compromise timely recruitment process and quality. Hence, it is necessary for DHRMD and OPC to examine the concerns on delays and initiate appropriate review to put in place new responsive control mechanisms that will reduce the alleged delays.

(b) *Adoption of Costed and Prioritised Recruitment Plans*

In addition to bureaucratic delays within the central agencies, there are also other constraints within the line institutions which add weight to the problem. In the first place there is a general lack of proactiveness on matters of recruitment. A number of delays are also as a result of sector institutions not meeting the requirements of the recruitment procedures. This is worsened by the absence of prioritised and costed recruitment plans based on informed vacancy situation out of which specific recruitment activities can be initiated. For example, in some of the cases where approvals were given, there were no funds to proceed with the recruitment process with the Public Service Commission to conduct interviews. Recruitment costs are not included within the budgets of line ministries but are left to the Public Service Commission.

In view of these recruitment constraints after approval has been obtained, it will be necessary to encourage the adoption of prioritised and costed recruitment plans to facilitate replacement of skills within the shortest time. Although this may not entirely eliminate the vacancy levels it will go along way to minimizing the high vacancy levels especially in view of the effects of HIV/AIDS. Specific areas to be considered should include the following:

1. All Ministries and Departments should prepare recruitment plans based on strategic needs at the time of the budgeting process or immediately after the budgetary process. Thereafter, the plan can be reviewed on quarterly basis to monitor progress in the filling of existing vacancies and accommodating those that may arise after the plan was developed.
2. The overall recruitment plan should be submitted to DHRMD with a copy to Treasury for approval against which DHRMD should demand both monthly staff returns and quarterly returns on the filling of vacancies or progress reports on recruitment. Where particular problems were encountered they should be indicated. This practice would entail elimination of submitting requests each time there is a recruitment need. If ministries or departments are failing to recruit without any valid grounds, then a penalty could be imposed – including suspension of the posts within the financial year. This arrangement would entail significant monitoring efforts from DHRMD through both its Management Services Division (MSD) and Human Resource Development (HRD) Divisions in terms of the vacancy situation and training related activities to facilitate recruitment in technical fields at entry points.

3. Step 2 above entails that it will no longer be necessary for each ministry to go to OPC. Instead, the DHRMD should be required to prepare regular or annual reports as required by the Public Service Act. Besides meeting a statutory requirement it will help to foster and improve information exchange and communication on employment in the public service for strategic management purposes.
4. The respective ministries should be required to include recruitment expenses for interviews by the PSC within their budgets as opposed to leaving the inclusion within the PSC Budget. The current practice by the Local Government Service Commission and District City Assemblies can provide some lessons on the way forward. In particular, each Assembly meets up to 80% of recruitment costs while Local Government Service Commission meets 20%. This arrangement is reported to minimize delays in the recruitment process for replacement. This shall entail that each ministry shall be proactive in its recruitment effort without unnecessarily pushing the blame to other institutions.
5. It will also be necessary to review all other recruitment procedures and regulations. For example, in some professional occupations employees cannot be promoted to senior grades without having registered with Professional Associations. In some cases it is required that employees should undergo specific training or departmental examination. While these serve a particular purpose they should not be a source of frustration to responsive recruitment system. One way to identify such areas and review the situation is to promote regular meetings between DHRMD and HRM personnel, within ministries.
6. *It is essential to ensure that the recruitment system and policy is responsive to gender balance in filling the vacancies within the public service. This entails deliberate effort that shall ensure that women fill 30% - 50% of the vacancies. Currently, the recruitment policy seems to be silent on this requirement which, however, is explicit on Donor sponsored training programmes. During the study it was not possible, however, to establish how many of the positions were filled by men and women as it was not a direct requirement of the terms of reference but also the available data is not up-to-date to provide useful insight for the purpose of this assignment.*

(c) *Freeze of Recruitment in Some Sectors*

Although the high vacancy levels exist across the board there are some sectors that may not need rigorous recruitment within the short term to fill vacancies. The Functional Reviews that Government conducted while brought in new structures did not bring significant reduction to numbers of positions on the establishments. In addition, it is our perception that majority of staff do not contribute or perform as they should both in terms of hours worked and the quality of work done. Very few may be putting in quality hours of say an average of 4 hours out of the official 8 hours per day. Majority of people may not be contributing as much but instead only increase the strain on available resources and expenditures.

### 6.3.5 **Strengthening and Improving Training and Development Practices**

From discussions with representatives of the respective institutions as well as from literature review, it was also apparent that enhanced training and development practices will help with both replacement and non-replacement capacity replenishment requirements. The factors to be considered should involve, among others, the following.

(a) *Increasing the strategic Contribution of Training and Development*

Although the financing of training and development needs to be enhanced under the Malawi Government Scholarship Fund (MGSF) as well as institutional budgets and donor contributions, the objective, process and practice of the training and development function need to be reviewed and properly understood. This will help to ensure that whatever financial resource is available for training and development should be used in priority areas to managing the public service and making it responsive to service delivery. In particular, on-going in service professional and general training capacity needs shall need to be clearly determined in each ministry and prioritised for implementation over a given time period as opposed to crowding all needs within short-time period. To promote a responsive practice along these lines and as may be determined requires significant improvements and adoption of relevant innovations. One area requiring such improvement is skills development for HRM professionals in the identification of training and development needs and the subsequent development of training plans with the involvement of line managers. Such a

practice or arrangement shall help to ensure that skills development as a replacement tool for loss of skill mixes target critical and relevant areas only for sustainable capacity building in realising institutional mandates. The empowerment of needs identification and prioritisation among both HRM Specialists and line managers would also facilitate the use of performance management reviews as sources of identifying and agreeing training needs that are capacity building related.

Related to this should be the development of skills inventory of the available staff in the various occupational areas. This will help to determine the actual number of trained staff in an occupational area which will in turn help to deploy the available staff in response to the emerging capacity gaps due to high attrition rates. Our view is that some people may have been misdeployed or they are in areas where they may not be contributing as much in terms of their background training.

*(b) Development of Competency Framework*

It is important to develop competency frameworks for respective professions. Such competency frameworks will help with the identification of those skills, knowledge, and attitudes and behaviours that can easily be developed on the job through mentoring, coaching or counterparting programmes to help gain the relevant experience and develop relevant skills, behaviours and attitude. This suggests that flexible but relevant training and informal and staff development approaches will have to be encouraged and promoted, as long as such arrangements are cost effective in building capacity among the available HR. In addition, the competency framework should promote basic training required for skills replacement to reduce high vacancy levels. For example, because of the effects of HIV/AIDS on the attrition rates there is need to train as many people as possible within the various professions and occupational cadres but such training should be guided by the competency frameworks. To benefit from such competency frameworks it will also be necessary to develop guidelines on their use or application supported by regular orientation for those to manage the system.

( c ) *Review Length of Training Periods*

As already indicated, capacity replenishment should as much as possible be based on innovative ideas including the manner training for technical and professional fields should be provided. In many entry specializations, such as nursing, architecture etc for example, the training takes so many years with limited practical attachments. While the objective is to ensure quality products from the training system, such arrangements may not be sustainable in promoting capacity replenishment. There is need to review the period and provide the necessary basic training which includes greater periods of attachment during the training period. However, post recruitment training can be arranged for more specialization. The rationale is to reduce the impact of high vacancy levels by using trainees but also reducing or minimizing exit rates through delayed full professional qualifications that lead to licensing and registration. A key player in such a review should be the training providers and the sectoral institutions benefiting from the training. Lessons can be learnt from other countries who may have adopted such an intervention to address high vacancy levels. Within the public service, the health sector seems to have embraced this nation in their 6 Yea Training Plan for para-medicals.

( d ) *Multi-skilling of Staff*

Related to this aspect should be training approaches that aim at multi-skilling of individuals in particular professions that can handle several aspects of job requirements in times of crisis resulting from high attrition rates especially through deaths as well as absenteeism and sicknesses or people attending to funerals. The implications of this option for a replenishment programme are that in the short term there shall not be replacement costs but delivery of services is assured using the available personnel. To be effective, multi-skilling should also involve developing capacity for managing multiple roles at institutional and individual levels as well as facilitating a conducive environment. Ways of promoting multi-skilling will involve job rotation, teamwork, team building, information sharing and group tasks on project assignments or problem solving. These strategies help retain institutional memory in case of any negative eventuality happening to a key job holders as opposed to cases where individuals work on their own.

In advancing multi-skilling as a capacity replenishment strategy, it should be noted that it may have limited application in highly

specialized areas. At the same time it may also contribute to increased attrition when people feel they can be better paid elsewhere than where they are as a result of their varied skills. The challenge, therefore, will be to monitor and review such programme arrangements on regular basis so as to activate the necessary strategic management response or intervention.

(e) *Increasing labour supply*

In terms of labour supply especially from education institutions, government and providers of education or training as well as the private sector and NGOs should aim at flooding the labour market with the required skills to meet the HR requirements within all the sectors. While some may be lost due to the HIV/AIDS pandemic, there will always be a greater number of skills mixes to be shared among the various sectors. The policy of flooding the labour market should also take into account many skills that have emigrated to regional countries and abroad.

To embark on this strategy, there is need to enhance labour market analysis initiatives to help determine the demand and supply for labour over the next five to ten years. While every sector should be involved in this process, the Ministry of Labour and Vocational Training in liaison with key institutions within the public service, private sector and NGO Community should spearhead the process. Hence, the need for strengthening its capacity. A diagrammatic illustration of the emerging partnership is at appendix 6.

(f) *Consolidation of Training Fund*

In view of the high proportion of vacancies on account of lack of responsive training practices and strategies it is recommended that government in liaison with the private sector and donor community should embark on a training capacity project primarily focusing on areas with high vacancy levels. A clear example of this is what the Ministry of Health and Population ; Education, Science and Technology; and Agriculture, Irrigation and Food Security are doing. However, there is need to consolidate the funding arrangements under the Malawi Government Scholarship Fund (MGSF) for this purpose. Alternatively, a separate project type fund could be created. In the past, special capacity training projects have been implemented by DHRMD and Donors including under the Second Institutional Development Project funded by the

Work Bank and Human Resource and Institutional Development Project (HRID) by USAID.

(g) *Strengthening Management and Leadership Development*

A greater part of capacity replenishment initiatives as discussed in this report should be supported through effective strategic management practice that promotes exchange of information, team building, delegation and teamwork. Practising these entails creation of appropriate management style and work environment. Hence, appropriate management and leadership skills should be deliberately encouraged and supported to sustain capacity replenishment initiatives at all levels. It will help bring in the public sector a new culture based on innovative values, beliefs and attitudes that promote openness at leadership level and throughout the organisational structure.

### 6.3.6 Strengthening Human Resource Planning

A major weakness within the public service is weak or no capacity for human resource planning. Apart from isolated ministries such as Health and Population, Agricultural, Irrigation and Food Security and Education, Science and Technology, there is no human resource planning capacity to inform the recruitment, training and management systems. As such, it will be difficult to minimize the effects of high attrition rates especially in view of HIV/AIDS. For one thing, human resource planning is the basis upon which HRM specialists in liaison with the line managers inform the recruitment and training systems discussed above in order for them to contribute to strategic intentions of the respective institutions and sectors.

In our view, therefore, strengthening the human resource planning function as an element of replenishment programme will require among other things, the institutionalisation of the function within all ministries either as part of the planning units or human resource management units. The institutionalisation process will entail not only putting people in place, but ensuring that top management both at centre and sectoral level understand and are committed to the underlying objectives for improved service delivery and management of change. For example, it is through human resource planning that succession planning is made possible. Without succession planning it is not possible to talk about a career development for capacity building and service delivery. Similarly human resource planning informs

deployment and utilization practices including the training and the development function and process.

In our view, the first step required is to revitalise this function in the DHRMD. Hence, the targeted UNV technical support for DHRMD should among other things, help with the design and implementation of HRP capacity building project initiative in the ten ministries covered under this study. We are of the view that once such capacity is in place, DHRMD should be in position to undertake comprehensive human resource surveys in liaison with line institutions similar to the Comprehensive Human Resource Study which was carried out in 1989 on a regular basis. In addition DHRMD should support sector and line institutions through the development of strategies, guidelines and procedures as well as the provision of required personnel who are properly trained. A further aspect will be to ensure that standards and quality are met through regular monitoring, review and evaluation. We would like to suggest that in reviving this function the DHRMD should take into account recommendations of past studies as well as the experiences that were gained under the 2<sup>nd</sup> Institutional Development Project which among other things had aimed at building capacity in this area.

It is worth mentioning that a well informed human resource planning function will have major strategic input in determining the growth of the public service establishment. Our assessment is that currently there is no proper foundation to help guide decisions on the growth of the establishment. This may explain why both OPC and DHRMD have found it difficult to control recruitment through the existing procedures. Instead, every recruitment request is approved except for the delays that have been experienced in the process of granting such approvals.

### **6.3.7 Ensuring Implementation of Various Capacity Building Recommendations.**

It is recognised that a number of capacity building recommendations are yet to be implemented such as institutionalisation of the performance management system and functional review recommendations. Under the proposed replenishment programme those recommendations supporting its implementation should be identified and prioritised. Failure to implement such recommendations may negatively impact upon the way the critical areas of need and the entire replenishment programme are implemented.

### **6.3.8 Consolidation and Implementation of HIV/AIDS Related Recommendations at the Work Place and Sectoral Policies and Strategies**

In view of the effects of HIV/AIDS both on attrition rates and other service delivery problems there is need to consolidate the implementation of HIV/AIDS related policies and strategies at the work place and integration into sectoral policies. This will ensure that the effects of HIV/AIDS are reduced or minimized and that efforts to close the vacancy levels can be sustained and bear fruit. For one thing, it will help to change attitude and behavioural tendencies among public servants and the communities as they work both in the field and in their offices as well as in their homes. Hence, we would like to support the sustenance of the on-going efforts to institutionalise the HIV/AIDS activities in all institutions and sectors. Obviously, it will entail significant resource mobilization both in human and financial terms. Of particular significance should be to mobilize political and leadership commitment beyond lip-service and taking HIV/AIDS issues a reality with devastating effects on institutional memory and resources as well as productivity levels.

During this study, significant progress in developing HIV/AIDS work place strategies was noted in the Malawi Safety, Security and Access to Justice Sector which can provide lessons to other sectors and institutions.

### **6.3.9 Capacity Building Fund**

Without availability of funds within institutional and central budgets, it will be extremely frustrating to attempt to embark on a capacity replenishment programme as discussed. In the first place, much progress will depend on implementing the components not in isolation but as a well coordinated and integrated package. This will require money, and collaborative efforts among various stakeholders in addition to the GoM.

## **6.4 INSTITUTIONAL ARRANGEMENTS FOR CAPACITY REPLENISHMENT PROGRAMME**

By and large, the effects of high vacancy levels due to increased attrition rates have had negative impact on the public service which has significantly reduced its ability to respond and deliver. While it is generally recognised that DHRMD as central agency for HRM issues should have the requisite capacity to champion the management of the vacancy

situation and monitor the attrition rates, success in this area will largely depend on the degree and quality of support received from all other stakeholders. Therefore, it is significant to underscore the need to strengthen appropriate institutional arrangements that will recognize and enhance the relevant contribution and involvement of other stakeholders.

Our view is that to ensure the capacity replenishment programme is responsive to the issues under discussion it should be coordinated through the existing institutional arrangements that were made to help implement the recommendations of the HIV/AIDS Impact Assessment Study. What might be required is to broaden their terms of reference.

The particular roles and responsibilities of the key institutions within such arrangement can be recommended as outlined in Table 14 below. Such roles and as may be determined would help in the effective management of the entire programme.

*Table 15 Institutional Arrangement: Special Roles*

Name of Institution	Role and Responsibility
DHRMD	To Champion the strategy management of vacancy levels and provide and integrate HIV/AIDS issues into HRMD policies strategies and regulations. To coordinate, monitor, review and evaluate of progress being made on the capacity replenishment programme and advise GoM accordingly.
UNDP	To Coordinate Donor efforts towards capacity replenishment to reduce the impact of high vacancy levels and continue to support public sector wide reforms.
Line/Sectoral Institutions	Institutionalise HIV/AIDS initiatives in Line and Sectoral policies and build capacity for monitoring level of vacancies. Enforce relevant policies, guidelines and Procedures as well as preparation of job descriptions, Budget preparation etc.
Ministry of Finance	To provide the necessary budget support for the proposed capacity replenishment programme.
NAC (National Aids Commission)	To help institutions access funds for capacity replenishment and development of HIV/AIDS work place programmes and integration into sector policies and strategies.

As issues of capacity replenishment are not only restricted to the public sector but also affect the private and NGO sector, it will be appropriate to review the institutional arrangements and terms of reference with a view to ensure that capacity replenishment issues cover the whole economy. This will entail first undertaking a capacity assessment both in the private and NGO sector. Such institutional arrangements for capacity replenishment programme should include the Ministry of Labour and Vocational Training, Malawi Chamber of Commerce and Industry; Employers Consultative Association of Malawi and CONGOMA. The role should include, among other things, development of comprehensive national human resource studies and plans that depict skills profile and categories as was the case with the 1989 Comprehensive Human Resource Study. Such a practice would assist to strengthen institutional capacity among the key stakeholders to be involved so that studies or plans will lead to implementation or provide input into strategy development and review.

#### **6.5 KEY CHALLENGES TO IMPLEMENTATION OF THE PROPOSED CAPACITY REPLENISHMENT PROGRAMME**

Identification of components is not an end in itself. In our view, success factors need to be in place to deal with capacity building through the proposed replenishment programme. Without such factors being in place, the public sector will further decline and the attrition rates may become unmanageable.

In this respect, we would like to observe that the key success factors that need to exist include:

- Enhanced political will and commitment at all levels.
- Strengthened Leadership capacity to manage.
- Responsive institutional arrangements for coordination.
- Financial Capacity/Implementation budget.
- Effective Monitoring, Review and Evaluation Mechanisms.

## 6.6 CONCLUSION AND WAY FORWARD

### 6.6.1 Conclusion

From the findings, observations and recommendations discussed, we would like to make or suggest the following main conclusions.

- The public service institutional capacity for management and delivery of services has tremendously weakened largely on account of high attrition levels and the result at vacancies that cannot be easily filled to sustain or replenish capabilities within functional structures.
- The on-going public sector reforms provide the public service with the opportunity for institutional renewal premised not only on traditional practices but more so by exploring and adopting innovations, ideas that in many ways question the present way of doing things and may present a significant departure from the norm. In the wake of high attrition rates largely attributed to HIV/AIDS the emerging realities and options discussed for capacity replenishment provide the way forward for the public service to continue to deliver services and implement policies while exploring long-term replacement options. It is against this understanding that the proposed placement of UNV personnel within critical areas of need should be appreciated.
- The adoption of HIV/AIDS related strategies have the potential to help the public service reduce further loss of the available HR resources and reduce replacement costs associated with recruitment, and training to fill vacancies. However, no single strategy should be relied upon. It is the combination of elements discussed in the Capacity Replenishment Programme that can largely enhance long-term capacity building of the public service.
- The task of capacity replenishment is enormous. While Government should naturally lead the way the support of development partners as demonstrated by UNDP through the UNV scheme underscores the value of partnership in development focused on poverty alleviation. However, it would be misleading to suggest that such a capacity replenishment programme would be without its own bottlenecks but the opportunities for institutional reinforcement are higher to deal with such issues in practical ways.

### 6.6.6 Way Forward

Overall, the way forward towards capacity replenishment is through responsible and committed leadership which has a passion for a better future. Hence, lessons learnt will need to be replicated and institutionalised incrementally. There is need for DHRMD to facilitate implementation of various HRM recommendations aimed at capacity building. The relevant institutional structures or arrangements should aim to support the role of DHRMD in promoting better HRM practices linked to institutional strategic objectives.

Specifically the way forward will entail development of relevant guidelines and procedures in all components of the capacity replenishment programme to facilitate uniform and consistent application in all sectors of the public service. This in turn will call for effective coordination and communication capabilities both at central and sectoral institutions.

**APPENDICES**

- Appendix 1: Terms of Reference
- Appendix 2: List of Institutions Listed
- Appendix 3: Summary of Vacancy analysis
- Appendix 4: Public Service Vacancies Replenishment Model.
- Appendix 5: List of Other Volunteer Service's
- Appendix 6: Labour Market Information Flow-Chart
- Appendix 7: List of Documents Reviewed.

## **Appendix 1: Terms of Reference for Relevant Committees**

### **1.1 The Public Sector Steering Committee (PSSC) on HIV/AIDS**

The Committee is composed of representatives from various Ministries and Departments at the position of Principal Secretary and the Executive Director of National AIDS Commission. It deals with crosscutting HIV/AIDS issues in the public service. It is specifically HIV/AIDS mandated to:

- Steer programme implementation;
- Provide Policy guidance on HIV/AIDS mainstreaming in the Public Sector;
- Ensure that mechanisms for monitoring and evaluating the impact of HIV/AIDS are in place;
- Ensure that resources mobilized are properly operationalised and utilized.

### **1.2 The Public Sector Technical Committee on HIV/AIDS**

The Committee is responsible for the facilitation of technical coordination of HIV/AIDS initiatives in the various public sector institutions. It is specifically mandated to:

- Provide technical advice and support to the PSSC in the implementation of the HIV/AIDS programme;
- Review annual work plans for the program to ensure proper coordination and implementation;
- Monitor and evaluate progress in the implementation of the HIV/AIDS program;
- Map out strategies and ensure timelessness in the public sector for the development of appropriate capacity building initiatives, systems and policy related strategies;
- Hold regular meetings to identify opportunity for synergy and discuss issues relating to program implementation;
- Receive and review reports from various institutions in the public sector;
- Provide oversight in all consultancies for the program; and
- Review policies, procedures and practices that promote HIV transmission;

**Appendix 2: List of Institutions Visited/Contacted**

1. Department of Human Resources Management and Development (DHRMD)
2. Ministry of Finance
3. Ministry of Agriculture and Irrigation
4. Ministry of Health and Population
5. Ministry of Education, Science and Technology
6. Ministry of Labour and Vocational Training
7. Ministry of Water Development
8. Ministry of Housing
9. Ministry of Gender, Youth, Children, and Community Services
10. Ministry of Transport and Public Services
11. National Aids Commission (NAC)
12. DFID (MASSAJ and Education Services)
13. Canadian International Development Agency (CIDA)
14. JICA
15. UNDP

**Appendix 3: Summary of Vacancy Analysis Outlines As At 31 May 2003**

**1. Vacancy Situation in Agriculture and Irrigation**

***By Grade***

Grade	Estab	Filled	Vac	% on Est	% on vacs
P2	7	7	0	0	0
P3	10	9	1	10	0.02
P4	26	25	1	4	0.02
P5	58	34	24	41	3.89
P6	40	14	26	65	4.21
P7	171	33	138	81	22.37
P8	56	32	24	43	3.89
PO	726	323	403	56	65.31
<b>Totals</b>	<b>1094</b>	<b>477</b>	<b>617</b>	<b>56</b>	<b>100</b>

***By Profession***

Profession	Estab	Filled	Vac	% on Est	% on vacs
Planners/Economists	72	15	57	79	9.27
Agri officers/Rural Developpt.	64	13	51	80	8.29
Animal Health	17	8	9	53	1.46
Livestock Development	81	44	37	46	6.02
Veterinary Lab.	22	10	12	55	1.95
Irrigation- General	59	26	33	56	5.37
Irrigation Engineers	8	3	5	63	0.81
Crop Production	267	133	134	50	21.79
Land Resource Conservation	68	42	26	26	4.23
Agricultural Extension	388	137	251	65	40.81
<b>Total</b>	<b>1046</b>	<b>431</b>	<b>615</b>	<b>59</b>	<b>100</b>

**2. Vacancy Situation in Ministry of Education Science and Technology**

***By Grade***

Grade	Estab	Filled	Vac	% on Est	% on vacs
P2	5	5	0	0	0
P3	8	5	3	38	0.01
P4	25	25	0	0	0
P5	63	46	17	27	0.07
P6	254	88	166	65	0.64
P7	576	431	145	25	0.56
P8	2277	400	1877	82	7.28
PO	6095	2099	3996	66	15.5
PT1-4	54510	34928	19582	36	75.94
<b>Totals</b>	<b>63813</b>	<b>38027</b>	<b>25786</b>	<b>40</b>	<b>100</b>

***By Profession***

Profession	Estab	Filled	Vac	% on Est	% on vacs
Planning and Evaluation-hqrs	18	9	9	50	0.04
Teacher Development-hqrs	7	4	3	43	0.02
Methods and Advisory - hqrs	20	12	8	40	0.03
Secondary Education	4672	2099	2573	55	10.38
Primary Education	54517	34930	19587	36	79.05
MCDE	2510	13	2497	99	10.08
Teacher Training	298	197	101	34	0.41
<b>Total</b>	<b>62042</b>	<b>37264</b>	<b>24778</b>	<b>40</b>	<b>100</b>

### 3. Vacancy Situation in Ministry of Health and Population

#### *By Grade*

Grade	Estab	Filled	Vac	% on Est	% on vacs
P2	21	13	8	38	0.54
P3	27	5	22	81	1.47
P4	65	20	45	69	3.01
P5	123	57	66	54	4.41
P6	-	-	-	-	-
P7	259	51	208	80	13.91
P8	425	66	359	84	24.01
PO	1084	297	787	73	52.64
<b>Totals</b>	<b>2004</b>	<b>509</b>	<b>1495</b>	<b>75</b>	<b>100</b>

#### *By Profession/*

Profession	Estab	Filled	Vac	% on Est	% Vacancy Rate
Doctors (specialists)	122	29	93	76	1.55
Doctors (General p)	299	136	163	55	2.71
Clinical officers	781	578	203	26	3.37
Nursing	6084	2162	3922	64	65.17
Environmental Health	1094	168	926	85	15.39
Psychiatrists	7	0	7	100	0.12
Pharmacists	209	138	71	34	1.18
Radiographer	167	34	133	80	2.21
Laboratory Technicians	214	106	108	50	1.79
Medical Engineers	53	10	43	81	0.71
Medical Assistants	600	299	301	50	5
Physiologists	33	5	28	85	0.47
Dental Specialists	5	0	5	100	0.08
Other Dental personnel	108	93	14	14	0.25
<b>Total</b>	<b>9776</b>	<b>3758</b>	<b>6018</b>	<b>61</b>	<b>100</b>

### 4. Vacancy Situation in Water

#### *By Grade*

Grade	Estab	Filled	Vac	% on Est	% on vacs
P2	3	3	0	0	0
P3	2	2	0	0	0
P4	7	4	3	43	2.33
P5	14	10	4	29	3.1
P6	0	0	0	0	0
P7	29	3	26	90	20.16
P8	75	30	45	60	34.88
PO	91	40	51	56	39.53
<b>Totals</b>	<b>221</b>	<b>92</b>	<b>129</b>	<b>58</b>	<b>100</b>

#### *By Profession*

Profession	Estab	Filled	Vac	% on Est	% on vacs
Civil Engineers	26	16	10	39	9.71
Draftsmen	2	0	2	100	1.94
Water Engineers	21	10	11	52	10.68
Hydrologists/Hydrogeologists	53	23	30	57	29.13
Water Chemists	11	4	7	64	6.8
Water Resource Officers	29	14	15	52	14.56
Economists/planners	3	1	2	67	1.96
Water Supply Officers	29	4	25	86	24.27
<b>Total</b>	<b>174</b>	<b>72</b>	<b>102</b>	<b>59</b>	<b>100</b>

### 5. Vacancy Situation in Ministry of Gender and Community Services

Grade	Estab	Filled	Vac	% on Est	% on vacs
P2	1	1	0	0	0
P3	4	4	0	0	0
P4	2	2	0	0	0
P5	11	11	0	0	0
P6	0	0	0	0	0
P7	17	13	4	24	8.89
P8	20	10	10	50	22.22
PO	48	17	31	55	68.89
<b>Totals</b>	<b>103</b>	<b>58</b>	<b>45</b>	<b>35</b>	<b>100</b>

#### *By Profession*

Profession	Estab	Filled	Vac	% on Est	% on vacs
Social Welfare	29	17	12	41	29.27
Community Development	26	15	11	42	26.83
Gender	22	7	15	68	36.59
Social Planners	8	5	3	38	7.32
<b>Totals</b>	<b>85</b>	<b>44</b>	<b>41</b>	<b>48</b>	<b>100</b>

## 6. Vacancy Situation in Ministry Transport and Public Works

### By Grade

Grade	Estab	Filled	Vac	% on Est	% on vacs
P2	3	2	1	33	0.64
P3	6	6	0	0	0
P4	11	10	1	9	0.64
P5	23	16	7	30	4.46
P6	11	2	9	82	5.73
P7	57	28	29	51	18.47
P8	70	36	34	49	21.66
PO	139	63	76	55	48.41
<b>Totals</b>	<b>320</b>	<b>163</b>	<b>157</b>	<b>49</b>	<b>100</b>

### By Profession

Profession	Estab	Filled	Vac	% on Est	% on vacs
Transp Planning and Evalu	20	9	11	55	8.66
Works Trainers	4	4	0	0	0
Traffic Mgt Control	42	13	29	69	22.83
Aeronautical Information	8	2	6	75	4.72
Air Trans. Engineers	33	16	17	52	13.39
Civil Aviation Trainers	9	3	6	67	4.72
Road Traffic officers	16	10	6	38	4.72
Meteorologists	31	19	12	39	9.45
Marine Safety	9	7	2	22	1.57
Ports Operations	4	1	3	75	2.36
Rd Designers and material	11	3	8	73	6.3
Ports Maintenance	2	2	0	0	0
PVHO	36	18	18	50	14.17
Marine Trainers	12	11	1	8	0.79
Fire Officers	14	6	8	57	6.3
<b>Total</b>	<b>251</b>	<b>124</b>	<b>127</b>	<b>51</b>	<b>100</b>

## 7. Vacancy Situation in Ministry Finance

### By Grade

Grade	Estab	Filled	Vac	% on Est	% on vacs
P2	5	5	0	0	0
P3	1	1	0	0	0
P4	12	11	1	8	1.82
P5	23	17	6	8	10.91
P6	-	-	-	-	-
P7	45	22	23	51	41.82
P8	13	0	13	100	23.64
PO	44	1	12	27	21.82
<b>Totals</b>	<b>143</b>	<b>57</b>	<b>55</b>	<b>38</b>	<b>100</b>

### By Profession

Profession	Estab	Filled	Vac	% on Est	% on vacs
Economists	39	22	17	44	35.42
Statisticians	3	2	1	33	2.08
Budget	34	26	8	24	16.67
Debt /Add	37	25	12	32	25
Systems Analyst	8	2	6	75	12.5
Finance and accounts	7	3	4	57	8.33
<b>Totals</b>	<b>128</b>	<b>80</b>	<b>48</b>	<b>38</b>	<b>100</b>

### 8. Vacancy Situation in Ministry of Housing

#### *By Grade*

Grade	Estab	Filled	Vac	% on Est	% on vacs
P2	2	1	1	50	1.16
P3	2	1	1	50	1.16
P4	5	5	-	0	0
P5	3	-	3	100	3.49
P6	-	-	-	-	-
P7	22	12	10	45	11.63
P8	37	18	19	51	22.09
PO	61	9	52	85	60.47
<b>Totals</b>	<b>132</b>	<b>46</b>	<b>86</b>	<b>65</b>	<b>100</b>

#### *By Profession*

Profession	Estab	Filled	Vac	% on Est	% on vacs
Buildings Quantity Surveyors	17	7	10	59	16.95
Architects	28	13	15	54	25.42
Structural Engineers	9	5	4	44	6.78
Building Services Engineer	2	0	2	100	3.39
Building Supervisors	11	6	5	45	8.47
Landscape Architects	5	2	3	60	5.08
Horticulturists	3	2	1	33	1.69
Estates Management Officers	14	8	6	43	10.17
Valuation officers	17	11	6	35	10.17
Housing Officers	4	2	2	50	3.39
Electrical Engineers	11	7	4	36	6.78
Systems Analyst	1	0	1	100	1.69
<b>Total</b>	<b>122</b>	<b>63</b>	<b>59</b>	<b>48</b>	<b>100</b>

### 9. Vacancy Situation in Ministry of Labour and Vocational Training

#### *By Grade*

Grade	Estab	Filled	Vac	% on Est	% on vacs
P2	1	1	0	0	0
P3	2	2	0	0	0
P4	3	1	2	67	1.6
P5	20	20	0	0	0
P6	7	5	2	29	1.6
P7	55	43	12	22	9.6
P8	59	41	18	31	14.4
PO	223	132	91	41	72.8
<b>Totals</b>	<b>370</b>	<b>245</b>	<b>125</b>	<b>34</b>	<b>100</b>

#### *By Profession/Technical field*

Profession	Estab	Filled	Vac	% on Est	% Vacancy Rate
Labour Officers	97	66	31	32	26.27
Labour Law Officers	1	0	1	100	0.85
Occupational Health	24	14	10	42	8.47
Techn & Vocational training	164	115	49	30	41.53
Compensation	11	5	6	55	5.08
Planning and Research	5	1	4	80	3.39
Trade Testing	31	16	15	48	12.71
IT Specialists	3	1	2	67	1.69
<b>Totals</b>	<b>336</b>	<b>218</b>	<b>118</b>	<b>35</b>	<b>100</b>

### 10. Vacancy Situation in Department of Human Resource Management and Development

#### By Grade

Grade	Estab	Filled	Vac	% on Est	% on vacs
P2	1	1	0	0	0
P3	3	3	0	0	0
P4	7	7	0	0	0
P5	14	11	3	21	6.12
P6	-	-	-	-	-
P7	17	4	13	76	26.53
P8	30	8	22	73	44.9
PO	20	9	11	55	22.45
<b>Totals</b>	<b>92</b>	<b>43</b>	<b>49</b>	<b>53</b>	<b>100</b>

#### By Profession

Profession	Estab	Filled	Vac	% on Est	% on vacs
Human Resource Planners	11	3	8	73	16.67
HR Development Officers	16	5	11	69	22.92
Management Analysts	33	16	17	52	35.42
Policy Researchers	3	3	0	0	0
HR management Officers	15	6	9	60	18.75
Systems Analysts	5	3	2	40	4.17
Personnel Auditors	4	3	1	25	2.08
<b>Totals</b>	<b>87</b>	<b>39</b>	<b>48</b>	<b>55</b>	<b>100</b>

### Summary

#### By Grade

Min	Estab	Filled	Vac	% on Est	
MOAI	1094	477	617	56	
MOEST	63813	38027	25786	40	
MOHP	2004	509	1495	75	
Water	221	92	129	58	
MOGCS	103	58	45	35	
MOTPW	320	163	157	49	
Finance	143	57	55	38	
Housing	132	46	86	65	
Labour	370	245	125	34	
DHRMD	92	43	49	53	
<b>Totals</b>	<b>68292</b>	<b>39717</b>	<b>28544</b>	<b>42</b>	

#### By Profession

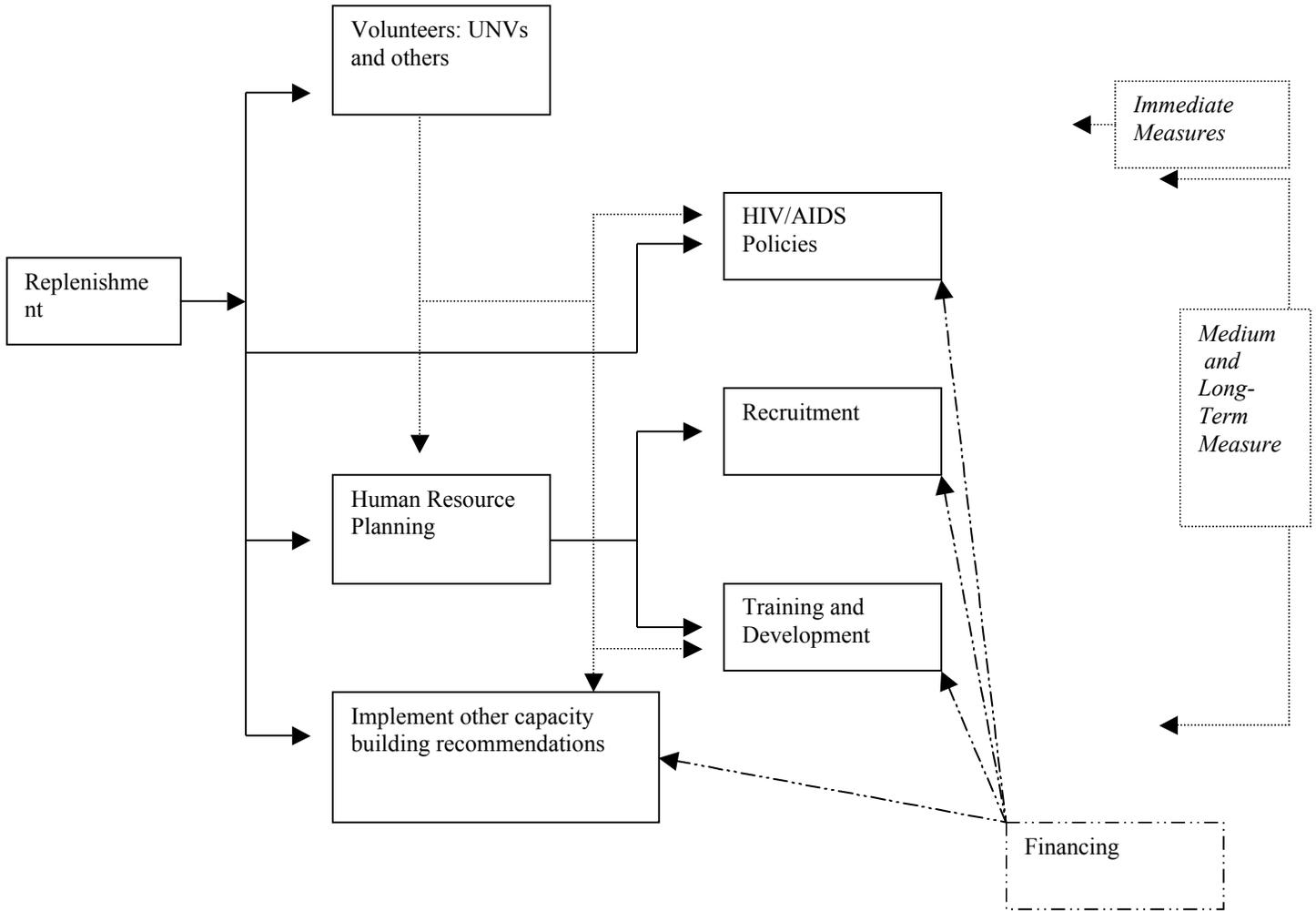
Ministry	Estab	Filled	Vac	% on Est	% on vacs
Agri. And Irrigation	1046	431	615	59	
Education	62042	37264	24778	40	
Health and Population	9136	3373	5763	63	
Water	174	71	103	59	
Gender and Commu. Service	85	44	41	48	
Transport and Publ Works	251	124	127	51	
Finance	128	80	48	38	
Housing	122	63	59	48	
Labour	336	218	118	35	
Department of Human Res.	87	39	48	55	
<b>Totals</b>	<b>73407</b>	<b>41707</b>	<b>31700</b>	<b>43</b>	

### Summary of vacancies by grade

Grade	Est	Filled	Vacs	%ge over vacs
P2	49	39	10	20
P3	65	38	27	42
P4	163	110	53	33
P5	352	222	130	37
P6	312	109	203	65
P7	1248	640	608	49
P8	3062	641	2421	79
PO	8531	2990	5541	65

Note: '% on Est' column shows the percentage of vacancies over establishment at that level or profession  
 '% on Vacs' shows percentage vacancies at that level or profession over total number of vacancies.

**Appendix 4: Public Service Vacancies Replenishment Model**



**Note:**

The Capacity replenishment model is promised on the assumption that the key components interface to deliver the short and long-term capacity needs.

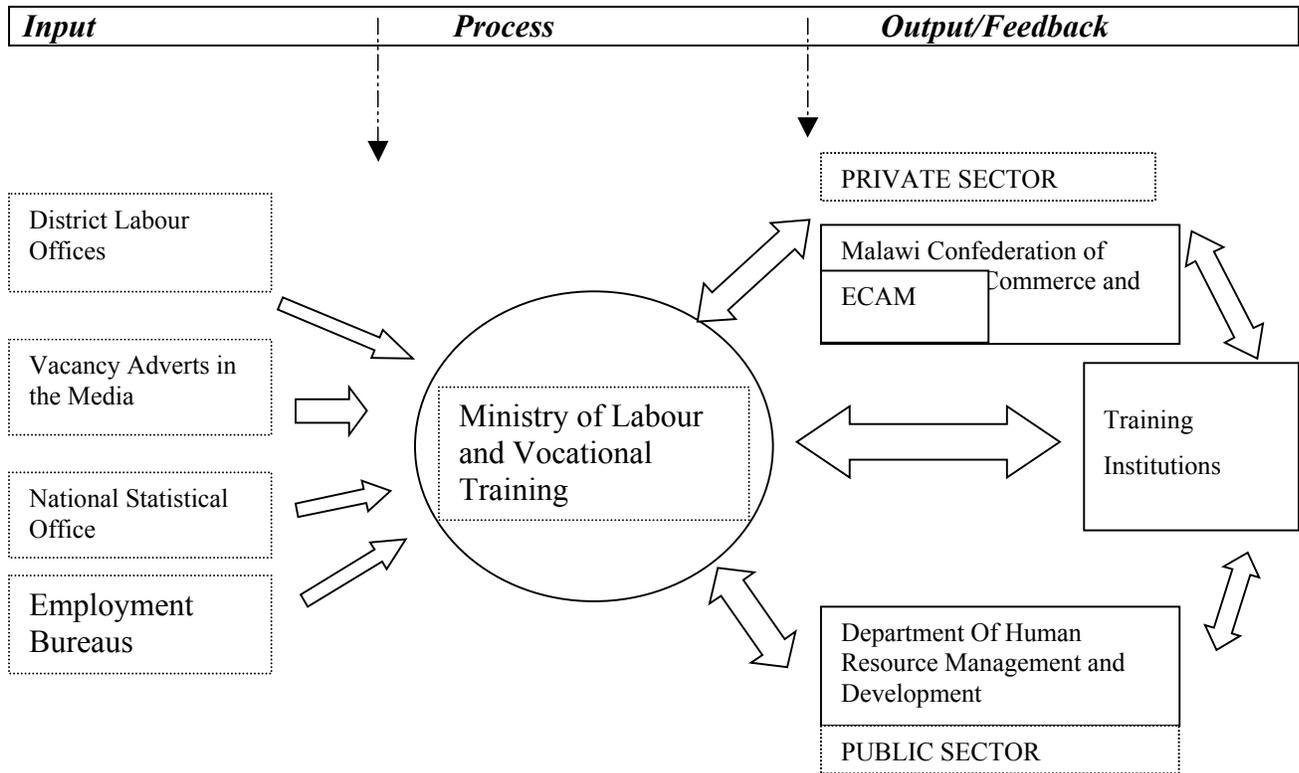
## Appendix 5: List of Other Volunteer Services

Japanese (JOCV) and Peace Corps Volunteers in Malawi

Field/Sector	Type of Volunteer	Numbers
1. Health	Peace Corps	36
	JOCV	4
2. Education	Peace Corps	38
	JOCV	16
3. Environment	Peace Corps	36
	JOCV	3
4. Community Services	JOCV	2
5. Agriculture	JOCV	13
6. Marine Training	JOCV	1
7. Sports and Culture	JOVC	1
8. Road Traffic	JOVC	1
9. Parks and Wildlife	JOVC	2
10. finance	JOVC	1
11. Technical Education	JOVC	3
<b>Grand Total</b>		<b>157</b>

**NOTE:** The overall numbers may be higher than indicated. A reconciliation will have to be made with the relevant stakeholders.

## Appendix 6: Labour Market Information Flow-Chart



### Note:

In Order to support the long-term sustenance of appropriate deployment of human resource, the Labour Market Information (LMI) flow chart above would be a useful tool for the Malawian situation. The Model brings together all immediate stakeholders in the generation, processing and usage of the LMI from both the public and private sectors.

Ministry of Labour, by nature of its mandate finds itself at the centre to receive data/ information from different sources such as its own district offices, employment bureaus, the National Statistical Office and vacancy advertisements from the mass media. The data/ information (mostly about demand) would then be processed by experts in the Labour Ministry and be passed on to the public sector through DHRMD and private sector through Malawi Confederation of Chambers of Commerce and Industry (etc). The needs of these sectors would as well be communicated to Ministry of Labour or directly to training institutions.

In the LMI flow chart, institutions are not only recipients of LMI but have also to play a proactive role in selling their services as well as researching in other possible areas of training. The more the players in this model interact, the more training institutions are likely to supply appropriate skills to the national economy and mismatches between skills demanded and those supplied will greatly reduce.

**Appendix 7: List of Documents Reviewed**

1. The Impact of HIV/AIDS on Human Resources in the Malawi Public Service, February, 2002, Malawi Government.
2. Comprehensive Human Resource Study, 1989, Malawi Government.
3. Strategic Plan Department of Human Resource Management and Development, 2003.
4. Strategy Plan, Ministry of Transport and Public Works, (Not yet launched) 2002.
5. Functional Review Report, Ministry of Labour and Vocational Training.
6. Functional Review Report, Ministry of Health and Population 1999.
7. Functional Review Report, Ministry of Water Development, 1998
8. State of Nation Address; Extract – Ministry of Housing, 2003.
9. HIV/AIDS and Attrition: Assessing the Impact on the Safety, Security and Access to Justice Sector in Malawi and Developing Appropriate Mitigation Strategies, May, 2003.
10. Proposed National Capacity Building Programme, 2001/02.
11. Situation Analysis on Human Resource in the Light of EHP Implementation, November, 2002.
12. Scoping of Options for Institutional Management of HIV/AIDS Related Attrition, Dr. Jill Flint – Taylor and Giles Burch, April, 2001.
13. A 6 Year Emergency Pre-Service Training Plan, Ministry of Health and Population, 2001 – 2002.
14. Establishment Schedule, 2002/2003, Malawi Government.