



From Bureaucracy to Modern Public Administration: The Zimbabwean Case

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Abstract

Public sector reforms in Zimbabwe is an area which has recently received attention due to the increase in demand for quality goods, services and accountability by the public. Allegations on poor service delivery and arrogance by public sector employees have been raised. In view of the above, this study seeks to interrogate bureaucracy in the management of teachers in a rural setup. A case study approach was taken. The study found that bureaucracy was no longer an effective and desirable management approach that could lead to improved employee motivation and performance due to its rigidity and inability to be in accordant with modern management practices. Respondents noted that modern organisations are transforming into responsive, competitive and agile providers of goods and services that satisfy the needs of their clients and stakeholders. It was recommended that it is critical for the civil service to strive to execute focused improvements aligned with strategic goals through advanced problem-solving methodologies and thought-processes that develop the right behaviours for sustained improvement. The study concluded that adaptive management styles could go a long way in the administration of the Zimbabwean civil service and beyond.

Keywords: adaptive management styles, employee performance, service delivery

1. Introduction

Public sector reforms have received global attention due to the increase in demand for quality goods, services and accountability by the the public (Nwasike, 2016). Poor service delivery has been attributed to bureaucracy since it follows tight rules and regulations. The Public Service Commission still applies the traditional bureaucratic management approach in dealing with strategic issues and the general welfare of employees. Bureaucracy is the nature of most governments throughout the world, Zimbabwe included. Governments create bureaucratic organisations with the view of achieving perceived orderly outcomes (Blau, 1963). For instance, civil servants in Zimbabwe, teachers included have been faced by a plethora of challenges such as poor remuneration, inadequate and dilapidated infrastructure and inadequate teaching and learnings materials, among many others. The employer is aware of

most of these challenges and up to now not much has been done (Kanyenze and Kondo, 2011). Max Weber's Bureaucratic Management Theory advocates for a system based on standardised procedures and a clear chain of command in order to improve efficiency and achieve results however, this has not been achieved. Marxist literature and critical social theory point to the fact that bureaucracy is used as a tool for human manipulation and control since employees are not allowed to make important decisions affecting their jobs (Bacon, 2001). Bureaucracy is currently viewed as an impediment in modern organisations (Blau, 1963). In terms of making timely and effective decisions, the government is always behind. This study therefore seeks to analyse the effects of bureaucracy and how the government can modernize its administration in order to improve employee performance.

2. Literature review

The Bureaucratic Management Theory is an improvement on the Scientific Management Theory by Taylor. Weber in his wisdom by then divided organisations into hierarchies, establishing strong lines of authority and control. He suggested organisations to develop comprehensive and detailed standard operating procedures for all routinised tasks in order to achieve orderly results. According to Weber, bureaucratic management theory consists of various elements within an organization that assist organisations in achieving their goals. Weber felt that bureaucracy is more rational and efficient in achieving set goals and objectives (Stanley, 1959). What should be noted from this discussion is that these laid down rules and regulations take time to be reviewed, and are in most cases overtaken by events.

2.1 Bureaucratic Management Theory (1930-1950)

The theory focuses on the following key elements:

- A hierarchy of authority;
- Standardized procedures for doing routine work;
- Clearly defined job roles;
- Hiring employees only if they meet the specific qualifications for a job;
- Meticulous record-keeping;
- Establishment of standard performance;
- Measurement of actual performance; and
- Comparison of actual performance with the standards and identifying deviations and if any, take corrective action.

2.2 Criticism of the Bureaucratic Management Theory

Bureaucracy does not give employees the opportunity to exercise control over their jobs. In today's modern organisations, management is required to make quick decisive decisions since the operating environment is ever changing with increasing competition and therefore calls for disruptive leadership. In the case of teachers in Zimbabwe, the reporting restructures are rigid and detrimental to service delivery. Bureaucracy does not allow innovative and creative minds and there is one centre of power. There is top down approach to management. It is a strategy for domination for certain individuals within the hierarchy. There is a relationship between autocratic style of management and Weber's theory (Edward, 2012). Bureaucracy to a greater extent, leads to undesired consequences for the organisation. It can be concluded that this system of management is found in most government organizations whereby those who are in positions of power can take advantage of the system at the expense of the whole organisation.

In this type of administration, employees thrive on patronage, obviously affecting the morale of the rest of the employees impacting negatively on the level of productivity. Administration in schools is premised on rigid rules, regulations and authority. The major weakness of this theory is that it limits freedom and innovation from employees. Employees fail to understand the relationships within the whole organisation since they will be confined to their units/departments. In such an environment, employees do not have an appreciation of the organisation as a whole and employees do not have a common understanding of what needs to be achieved. Because of the above limitations, Weber called the 'crippled personality of the specialties' (Fry, 1998, 33).

Warner (2002) notes that because of incompatibility between the administrative traditions that were presented by the founding fathers and the impossibility of managing a modern organisation without bureaucracy, scholars within the field of public administration have not come up with an adequate theoretical base to explain the relationship between bureaucracy and performance of employees. Weber's Bureaucratic Management Theory portrays the image of the Zimbabwean Government and its institutions. Rigid lines of authority are in place to the extent that service provision and decision-making is compromised. The approach does not provide for innovative and creative minds. Teachers cannot use technology as it is regarded to be disturbing yet it is the in-thing now. The problem of rural-urban migration in Zimbabwe was identified back in the year 2000 and up to now no solution has been found. The bottlenecks in terms of decisions have stifled all the efforts in trying to address the issues of rural schools. With the modern-world changing fast and evolving in light of new labour laws, the rigidity of bureaucracy is a big problem for any organisation that wants to progress.

The other challenge is that bureaucracy works within a structure that does not have enough room for human emotions, satisfaction, needs and values in this case, teachers in rural schools. It is impersonal in nature and cares neither for stakeholders such as parents, children, and other stakeholders teachers deployed in rural schools. In a bureaucratic system, the fixed rules and regulations of an organization are more important than any individual's emotions, values or needs. This is clear in the case of teachers, pupils and parents who are not valued at all by the system. When it comes to the work of teachers and conditions of service, no consultations are done. The system is rigid to such an extent that there is no trust among stakeholders. It is one of the biggest shortcomings of bureaucracy, which makes it one of the most disliked forms of administration in today's organisations. Although bureaucracy claims to have a framework to organize things in an orderly way, the by-products of it makes it even more difficult to manage things quickly and efficiently. To this effect, rural schools have been producing poor results. Teachers complain of too much paperwork in terms of planning their daily their work. Due to the above identified weaknesses, Weber's approach have failed to adequately address problems facing teachers in rural schools.

Public administration: Public administration is responsible for providing governance to society (Rohr, 1989). It should be noted that public administration has been in existence since time immemorial. The role of public administration has evolved and is key to performance of governments. The role of public administration in modern states is always expanding due to the changes in the operating environment. Modern administration has gone beyond the laissez-faire way of doing government business. The major challenge for the government is that the citizenry is aware of its rights and what the government should do to meet their expectations.

The revolution in modern public administration is attributed to to the following:

- Increasing population of the world means tremendous pressure on the available resources. The role of providing for basic amenities like food and shelter has therefore fallen into the lap of the Government;
- Secondly, there was a change in the political philosophy from minimalist state intervention (or laissez-faire) and individualism to social welfare; and
- The industrial revolution that resulted in the urbanization of the large cities of the world.

According to Gladden (1949), the following are the characteristics of an efficient and effective public administration:

- It needs to conform to a centralized plan but also accommodate the specific and special demand of particular department units;
- It must be able to meet the long term needs which might arise due to change in administrative techniques or the changes in social environment which are more important and influential; and
- It needs to meet the functional aims for which it has been created.

The global challenge of public administration in developing countries is bureaucracy. Public sector administration is the core of every government (Blunt, 1990; Kamto, 1994). According to Zhou (2012), public administration is critical for the performance of state institutions, therefore the need for moving away from traditional ways of doing things.

3. Objective: To analyse the effects of bureaucracy on employee performance and how the government can move towards modern public administration.

4. Methodology

A qualitative approach was taken in the study. The researchers sought an in-depth understanding of the effects of bureaucracy on teachers in rural schools and how modern public administration approach can be applied to improve performance of rural teachers and government employees in general. Simple random sampling was used to select schools that participated in the study. Purposive sampling was used to select participants who became part of the study depending on experience as rural schools practitioners and their willingness to participate in the study. In this regard, in depth interviews were conducted with the Provincial Education Director, the District Schools Inspector, the Human Resources Officer and Heads for both day rural and boarding schools in Mazowe District. Focus group discussions were also used to gather data from practicing teachers in schools that were selected to participate in the study.

4.1 Population

Mazowe District has an establishment of 2 090 teachers (including Headmasters) for both primary and secondary schools and 10 District Officials. The current staff strength of 1520, 10 District Officials, 10 schools development chairpersons, 10 teachers who had left teaching and the Provincial Education Director formed the population of the study. The population for this study was therefore 1551. While numbers are mentioned here, it does not mean the numbers are significant as far as drawing meaning from the data is concerned. Their significance lies in the fact that the population was large enough for data collection until saturation point.

4.2 Sample

The sample of the study consisted of:

- Focus group discussions-10 Day schools focus groups (DSFGD), 10 Boarding schools focus group (BSFGD);
- Head of schools-10 Day schools heads (DSH), 10 Boarding schools heads (BSH));
- Ten teachers (T) who had left the profession;
- The District Human Resources Officer (HRO);
- The Provincial Education Director (PED);
- The District Schools Inspector (DIS); and
- The District Inspector (DI).

The total number of the respondents was therefore 161.

5. Findings and discussion

5.1 Concerns in the hierarchy

Weber's theory typifies the administrative set-up of the Zimbabwean government and its line ministries. The system follows a well-defined line of authority. The idea of such a system is to achieve orderly results with minimum disruptions. In the same vein, there is need to review the regulatory framework which has been in place for over two decades. The framework is not moving with changes in the work environment. Teachers like any other employee need a regulatory framework that is supportive. The approach being taken by management in addressing issues raised by teachers is reactive than proactive. That could be the reason why the employer is coming up with piece meal solutions to problems affecting teachers in Zimbabwe. The concerns raised about the hierarchy are discussed in the following sections.

5.2 Centralisation in decision-making

The study established that most decisions were centralised at head office and the Public Service Commission. This was found to be costly to individuals who wanted to be deployed, transferred or promoted since a lot of time was taken moving papers from one office to another. Bureaucracy in decision-making led to inconsistencies in policy implementation as well poor service delivery. Teachers were out of touch with centres of power and there was a gap in information and knowledge on what going on. Bacon (2001) stressed the same point that bureaucracy is no longer relevant in today's organisations due to its complexity and inconsistencies. The respondents felt that decentralization in decision-making and other responsibilities could be the answer to most of the issues raised by the teachers.

5.3 Autocracy

The PED indicated that there was no democracy in the civil service *"Teachers have to follow well laid down rules and regulations in the discharge of their duties. There is one centre of power, the head office and or the Public Service Commission. The rest have to work under strict instructions."* At school level, respondents indicated that the type of leadership exhibited by most heads and inspectors were retrogressive.

Their supervision is about faultfinding and witch hunting. Instead of auditing the work of teachers with the view of improving performance, we are threatened with dismal and various forms of punishment. The relationship between inspectors and teachers is not a working relationship. For it work, it has to be mutual and participatory [BSFGD7].

DSFGD1 revealed that:

“The leadership does not listen to us, we are crying in the biblical wilderness where no one can hear us. At national level, there is limited negotiation. Individuals who have never been teachers in rural schools are representing us. They lack appreciation of the rural environment. Teachers’ organisations are not even worried about the quality of education. They are only interested in pocketing our subscriptions at the expense of the conditions of service. If they were helpful, the conditions of service for teachers would not have been as bad as they are today.”

In this study, it was found that teachers did not participate in decisions that affected their work and conditions of service. In the context of this study, autocracy is a system of governance in which supreme power, in this case, deployments, transfers and promotions is concentrated at head office.

5.4 Lack of a legally binding professional body

On the issue of a legal body representing teachers, it was observed that it was not in place. From a legal point of view, teaching cannot be regarded as a profession. A professional body certifies successful completion of its requirements, and thereupon awards a license and bestows a recognized appellation. Such a body usually prescribes a discretionary or mandatory code of conduct for its members. It also has the sole responsibility of exercising power and control over its membership and have monopoly over the profession's formal education and certification. The professionalization of teaching could be a desirable development that could improve the conditions of service for teachers. Most professions in the country such as law, engineering, accounting and many others have bodies that represent them. Members who fail to abide with the prescribed rules and regulations may be deregistered. Openness is key towards improving the government’s administrative to be in tandem with current management practices which are sensitive to the needs of their employees.

5.5 Politicisation of teachers’ organisations

It was sad to note that teachers’ organisations were alleged to be aligned to political parties at the expense of representing their members. Militant organisations, which according to this study lacked professionalism and leadership of which they had failed to justify their existence were representing teachers. The fact that they were accused of joining mainstream politics is a sad development and detrimental to the development of the education sector in general. Teachers’ organisations were accused of only being interested in collecting subscriptions from their members. Since teachers felt that they were short changed, most of them had stopped subscribing. Conditions of service for teachers have remained poor for close to two decades now due to perceived weak representations.

5.6 Misgivings in the hiring

Two dimensions came out of the data namely the nature of deployment of teachers and how it affected their motivation and performance. The Ministry of Primary and Secondary Education directed by the Public Service Commission did deployment. At the time of conducting the fieldwork, teachers felt that deployment was often marred with corruption and at times, it was political. For instance, possibly for purposes of controlling the salary bill, the Ministry announced that there were no longer any teaching vacancies as all posts were filled but later announced that the Ministry was going to recruit 10 000 teachers to fill vacant posts. Where did the vacancies all of a sudden come from, when there were no new schools that were constructed? Contradictions like the one detailed above certainly affected the morale of the teachers negatively. The deployment of unqualified teachers and those with wrong subject combinations showed how bad the situation is.

5.7 Inflexibility

The rigidity of the system was raised as one of the concerns which dampened the spirits of the respondents. BSFGD6 had this to say, *“The management style is stifling development and progress in rural schools. This type of management has been perpetuated by the prescriptive regulations that are currently in place.*

Decision-making is central to good management and leadership. Flexible decision-making gives the opportunity to change the course of action in order to achieve the desired outcomes. Officers at provincial and district levels are not allowed to make strategic decisions in their areas of jurisdiction. Warner (2002) notes that because of incompatibility between the administrative traditions that were presented by the founding fathers and the impossibility of managing a modern organisation without bureaucracy, scholars within the field of public administration have not come up with an adequate theoretical base to explain the relationship between bureaucracy and performance of teachers in general. This is what is exactly happening. This could also be one of the hindrances to effective and timeous decision making in the civil service. This could be true because the challenges affecting teachers today were identified a long time ago but this inflexibility and autocracy have derailed progress. Going out of dictates in the civil service is viewed as a misnomer.

5.8 Malfunction of standardization of procedures for routine work

The study established that the standardization of procedures for the work of teachers was a problem for producing the desired results. Teachers were not allowed to come up with exciting ways of doing their work. Going out of the prescribed procedures would attract a penalty. BSHD5 had this to say, *“Teachers complain of too much paperwork at the expense of actual work. The process of planning our work is laborious and we feel that there should be a change in policy and approach to our work”.*

The standardized procedures in the civil service have failed to achieve the desired results because of their bureaucratic nature. This approach has led to generalisations of issues affecting teachers in general without focusing on those who are affected most. Such an approach will help management to come up with targeted interventions/ strategies in addressing issues affecting rural teachers. Literature and data concur that bureaucracy as an administrative approach in the civil service with focus on teachers in rural schools no longer works. Instead, it has become a hindrance in the day-to-day administration of schools as institutions.

5.9 Lack of appropriate regulations

Some of the regulations were reported to be ineffective in dealing with issues affecting teachers in rural schools. As DSFGD1 indicates: *“We are not clear about whether we are skilled or not. Other professionals such as accountants, lawyers and engineers have bodies that regulate their operations.”* DSH1 had this to say, *“A Teachers’ Services Commission was proposed a long time ago and up to now there is nothing in sight to suggest that something is being done.”* Most of the respondents concurred that there was lack of an appropriate legal framework to promote the interests of teachers. DFGD 4 had this to say, *“I am ashamed of being teacher”.*

The researcher also reviewed policies and procedures that are currently governing the employment of teachers in Zimbabwe (SI of 2000 as amended in 2001, the Public Service Act and the Principal Procedures) in terms of their applicability and effectiveness. It was established that the current human resources management policies and procedures were outdated since they were not keeping pace with the ever-changing labour markets and labour laws in Zimbabwe and the world over. The SI 1, 2000 and the Principal Procedures were last reviewed in 2001. The findings of this study are supported by Zigora and Chigwamba (2000) who

bemoaned lack of commitment from the Government by its failure to align these instruments to the Labour Act Chapter (28:01) as amended in 2015. Another challenge is that Zimbabwe has a two-tire labour system whereby the Public Service Act governs Government employees and the Labour Act 28 governs the rest of the employees (those in industry). This has brought disharmony among public employees and the rest of employees concerning strikes and the bargaining processes. In order for the bargaining process to be effective, it needs the support from all employees. It was further noted that teachers do not have Workers' Committees in their schools to represent their interests and concerns at the shop floor level. Shop floor representation is very critical because concerns come from the affected employees and quick solutions can be found. Teachers were only represented at the national level by their associations which could be lacking the appreciation of the real living and working environment in rural areas. This has been evidenced by the poor working conditions and salaries for teachers for the past two decades. This then means that procedures and policies are not effective and efficient in terms of creating a favourable work environment for rural teachers.

5.10 Lack of consultative endeavors

Generally, there were no consultations when issues to do with teachers' welfare and conditions of service were discussed. To this end, solutions that have been proffered so far have failed to yield the desired results since there was no buy in from teachers. DSFGD1 had this to say, *"The type of leadership is not sensitive at all they do not entertain our concerns."* The welfare of teachers has been completely ignored as DSFGD4 says, *"We are not given the opportunity to be innovative and determine how we should do our work. We are not consulted when decisions that affect us are being made."*

What came out of the study was that even though teachers were presumed to be represented by their organisations what came out of the data was worrisome. Since these organisations had joined mainstream politics, they had abandoned their mandate of representing teachers so that their conditions of service could be improved. This could be true because the teachers' conditions of service including salaries had remained poor for close to twenty years now. As long as teachers lack proper representation, their conditions of service will remain poor. It is critical to understand motivation from the rural teachers' point of view. What the employer can regard as motivation could be different from the views of rural teachers.

5.11 Incongruences and disregard of competencies

Problems of teachers being assigned to teach at inappropriate levels and unrelated subject areas were raised during interviews with the respondents.

There is no appreciation of our skills from the employer, let alone the head of the school. To make matters worse, some of us are also made to teach some subjects which we are not comfortable with. For instance, some of us trained to teach computers yet there were no computers at our school. I was teaching Geography, which I only did at O'Level" [T7].

This study established that teachers were not being valued as creators of knowledge. It was sad to note that some teachers were forced to teach subjects they did not train in college. Some secondary school trained teachers were also deployed in primary schools and this mismatch was affecting their performance and motivation. This contrary position was affecting both teachers and children to the extent that that quality of results were compromised. The findings of this are in line with Nyagura (1993) who indicated this problem is as a result of poor administrative practices. Figure 1 shows the nesting of the responses on Weber’s Bureaucratic Management Theory.

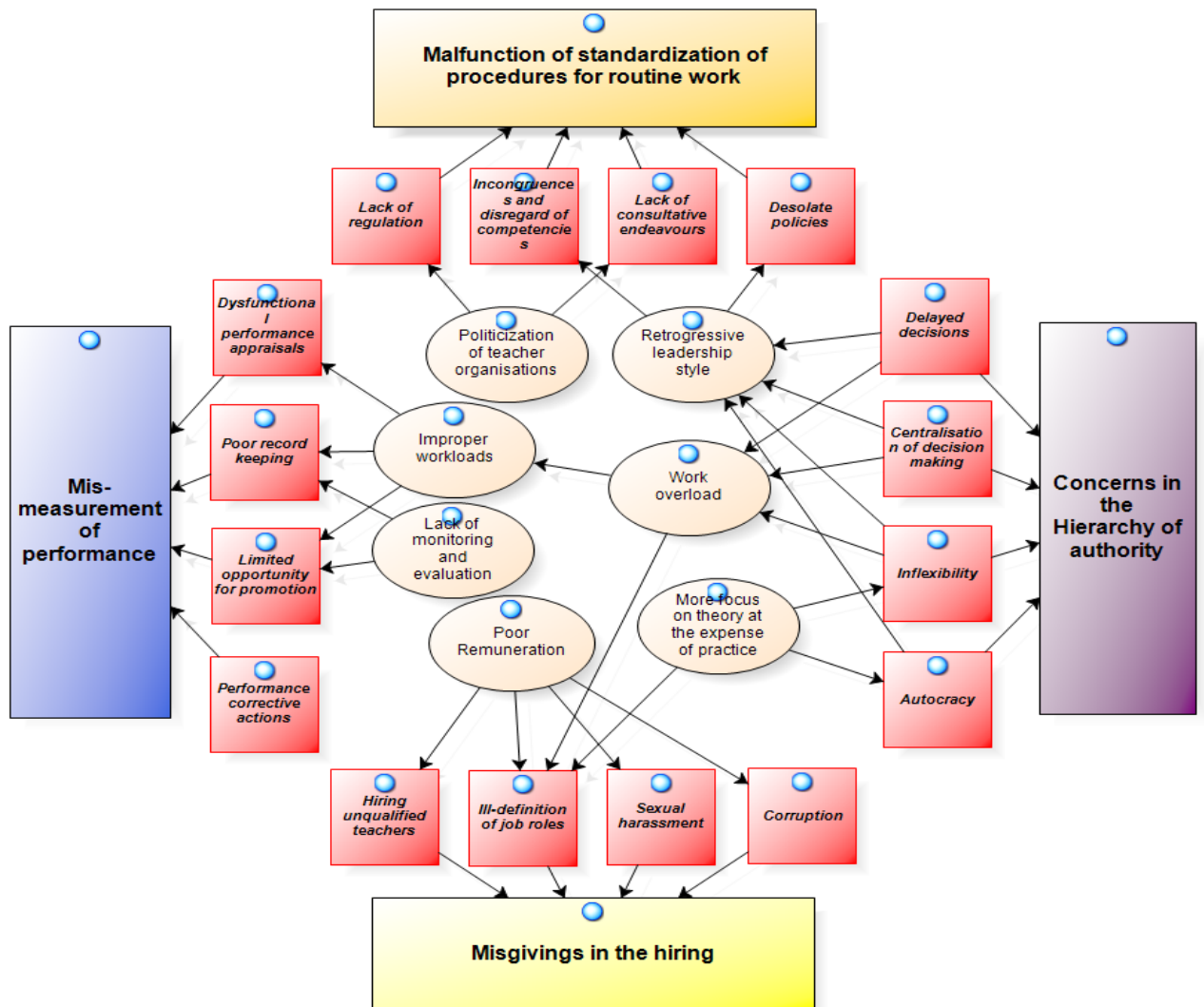


Figure 1: Responses on Weber’s Bureaucratic Management Theory

Source: Field data

6.1 Recommendations

Recommendations of this study are made cognisant of the findings and the proposed model of modern public administration (see Figure 2).

6.1.1 Employee performance

Employees' performance is subject to a number of variables that are going to be discussed in the sections below. Employees' performance is an area that has received wide attention in literature since organisational survival hinges on it (Ojo, 2009; Shumen, 2009). Performance is a product of not merely ability to do a task but the willingness to do the same with zeal and enthusiasm. Motivation bridges the gap between the overall efficiency and output. Employees do their tasks loyally and enthusiastically, and they are not tempted to leave the organisation when conditions are acceptable to them. Perhaps, the issue of rigidity in the system is negating on the performance of teachers leading to low morale. The Public Service Commission as the employer needs to much more in making sure that set goals are achieved.

6.1.2 Decision-making

Decision-making is central to performance of employees. This is why there need is for modern administration in transacting government business. Timely decision-making brings value to all stakeholders. This why disruptive thinking is key in making sure that the old norms are broken. This is only possible when systems becomes proactive and accommodative. Authority means the right of a superior to empower employees to make decisions concerning their work to achieve organisational goals. This goes hand in hand with the degree of centralisation. Centralisation implies the concentration of decision-making authority at the top management. There is call in today's organisations to decentralise decision-making to units of organisations so that efficiency and effectiveness is achieved. There is need to strike a balance between individual and organisational interests. Management must put aside personal considerations and put the organisation's objectives first. Therefore, the interests of goals of the organisation must prevail over personal interests of individuals. However, it is critical for management to view employees as the most critical resources in their enterprises.

Being innovative and creative are the essence of modern organisations. Initiative is about applying employees' ideas to add strength to an organization. Initiative on the part of employees is a source of strength and motivation for the organisation because it provides new and better ideas for the good of the organisation and employees in general. The feeling of 'our organisation' is critical in inculcating the spirit of togetherness. Esprit de corps refers to the need for managers to ensure and develop morale in the workplace, individually and communally. Team spirit helps develop an atmosphere of mutual trust, respect and understanding. Team spirit helps to finish the task on time and improve on productivity.

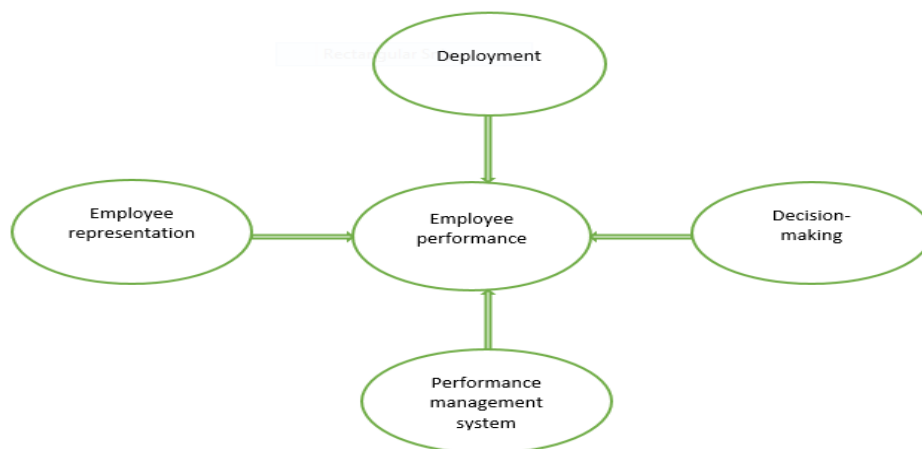


Figure 2: Modern Administration Approach (Researcher's model)

Proactive management does not wait for success to come to them or for problems to manifest. Instead, they deal with anticipated challenges well in advance. They devise business strategies that aim at lofty goals while taking all necessary precautions to mitigate risks such as strikes and sit-ins which may lead to poor service delivery. Proactive managers do not let circumstances dictate how they proceed. On the other hand, reactive management waits for change/problem to occur and take action. This can be costly to the organisation as witnessed in the case of rural teachers. The problem of rural-urban migration manifested a long time ago and nothing has been done to address it. A proactive approach can improve employer/employee relations. Management should take a proactive approach in dealing with issues raised by teachers. Proper management of teachers is very critical. Management needs to understand the operating environment of rural teachers and how the Ministry should adopt in order to remain relevant and productive. Proactive management can lead to improved management systems and has the capacity to create a participatory environment (open door policy). If such a platform is created, then there is room for negotiations which are beneficial to all parties. Proactive management can also lead to regular review of policies which were found to be lacking in this study.

6.13 Performance management

Performance management is a process that is responsible for making sure that an organisation achieves its goals as planned. It focuses on the performance of the individuals feeding into the whole organisation. Unfreezing of performance related salary increments and study leave so that teachers may improve their skills through the conventional system and studying through ODL may become optional for those in favourable conditions is critical. The PSC should allow teachers to proceed on manpower development leave on full salary in line with what is prevailing in the security sector. The employer should also offer financial assistance to those who wish to develop themselves professionally. It is critical to introduce workers' committees at school level so that issues affecting teachers can be addressed at the shop floor level and this leads to timely decision-making. It is desirable to involve teachers in critical decisions and other engagements.

6.1.4 Employee representation

From a wide spectrum of responses in this study, there was consensus that it is critical to engage teachers whenever deliberations concerning their work and conditions of service are done. It was established that teachers' organisations were now aligned to political parties and this could be one of the reasons why conditions of service for teachers had remained poor. Policy makers need to do wide consultations so that they can hear and understand from the voices of the affected in this case, rural teachers. Labour laws are always changing due to the complex work environment throughout the world. Organisations must make sure that there is fair labour practice in order to avoid lawsuits which are costly to both the organisation and employees. Employees do not want to be associated with organisations with bad labour practices. Most labour laws, the world over favour employees since they are perceived to have limited bargaining power. In the case of teachers in Zimbabwe, their associations negotiate on their behalf through the APEX Council, which is the umbrella body for all civil servants. The collective bargaining process for civil servants, teachers included, have been found to be weak due to the fact that there is little space to negotiate for better salaries and working conditions with the Government. The employer has an attitude of take or leave it. It has been noted that employees are always on the receiving end.

6.1.5 Deployment

There is need to improve the Ministry of Primary and Secondary Education internal systems especially to wade off corruption, and adopt affirmative action in the deployment processes, for instance, in the deployment of university graduates and couples. Reviewing the Public Service Act (16:04) and other related statutes will allow teachers' representative bodies at grassroots level that feed into the national representative bodies so that collective bargaining starts at a local level. Creating a legal framework and conditions of service for rural teachers and other civil servants in rural areas may go a long way in addressing the problem of rural---urban migration of human capital in Zimbabwean rural schools.

7.0 Conclusion

The study found that bureaucracy is a serious impediment to employees' performance and productivity in the Zimbabwean civil service. Lack of representation by teachers' organisations, ineffective performance management system and deployment issues were the major highlights. Most of the findings of this study were found to be in agreement with studies carried in some African countries. It was noted that judicious decision-making is central to achieving the required levels of performance and remain an excellent employer of first choice, to be a leader in the organization and administration of public services, and to maintain them in a high state of efficiency. It can therefore, be concluded that there is need for paradigm shift from traditional public sector administration to modern public administration in the Zimbabwean civil service so that motivation and quality of performance are not compromised.

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