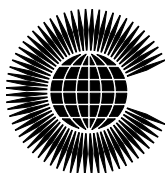


# **Managing and Measuring Performance in the Public Service in Commonwealth Africa**

Report of the Sixth  
Commonwealth Forum of  
Heads of African Public Services

Mahe, Seychelles  
13-15 July 2009



**Commonwealth Secretariat**

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## ACKNOWLEDGEMENTS

The Governance and Institutional Development Division (GIDD), Commonwealth Secretariat, extends its gratitude to the Government of Seychelles for accepting to co-host and co-sponsor the Sixth Commonwealth Forum of Heads of African Public Services. We would like to express our sincere appreciation to the Hon. Joseph Belmont, Vice President and Minister for Public Administration, Government of Seychelles, for delivering such an inspiring keynote address. Special thanks are also extended to Mrs Jessie Esparon, Principal Secretary, Department of Public Administration, who led and mobilised an excellent team to support her in hosting a successful and well co-ordinated Forum.

GIDD would like to recognise the role played by Dr Bamidele C. Olowu in preparing and presenting an informative background paper for the Forum so as to develop a shared understanding of strategic performance management and its significance for the reform and revitalisation of African public services and development. GIDD would also like to acknowledge the commitment among the Heads of Public Service in reflecting upon their own experiences and practices and their determination to instil a performance management culture within the public service as a means to achieve national development objectives towards a better and more prosperous Africa.

Finally, the leadership provided by Mrs Jacqueline Wilson, former Director of GIDD, to the GIDD team that organised the Forum, ensured that it was one of the most successful Forum meetings to date. Mr Dunstan Maina, Mrs Oluwatoyin Job, Mrs Janet Kathyola, Ms Lorraine Howe and Ms Jacqueline Johnson, all contributed to making this Forum a success.

## FOREWORD

The sixth Forum of Commonwealth Heads of African Public Services took place in July 2009 in Mahe, Seychelles, under the theme “*Managing and Measuring Performance in the Public Service in Commonwealth Africa*”. This theme underscores the importance of performance management as a means to improve public sector effectiveness and service delivery.

This annual Forum, which began in 2004, continues to provide an opportunity for Heads of Public Service in Commonwealth Africa to dialogue, network and share best practices on contemporary public sector issues. The overarching objective is to engender a common understanding of pertinent public sector issues and challenges and to collectively seek appropriate solutions for improved public sector performance and service delivery.

The sixth Forum was organised by the Governance and Institutional Development Division (GIDD), Commonwealth Secretariat, in collaboration with the Department of Public Administration of the Government of Seychelles. The Forum was attended by 54 participants from 17 countries, including 10 Heads of Public Service, 7 representatives of Heads of Public Service, senior government officials, observers from selected Management Development Institutes (MDIs), senior officials from Seychelles and the Commonwealth Secretariat.

The objectives of the Forum were to:

- a) create a common understanding of strategic performance management in the public service;
- b) share experiences on the approaches being used to institutionalise strategic performance management in the public service, including the progress made, challenges faced and lessons learnt;
- c) propose strategies for accelerating institutionalisation of performance management in the Public Service in Commonwealth Africa; and
- d) reach agreement on the role that Heads of Public Service ought to play in institutionalising performance management in the public service.

At the end of the meeting, a communiqué was issued that will guide the Heads in taking forward strategic performance management in the public service in Commonwealth Africa.

The Commonwealth Secretariat appreciates the continued commitment demonstrated by the Heads in this Forum to openly share and learn from each other, especially in relation to the roles they themselves can play in attaining a high performing public service. We sincerely thank all delegates, representatives and other organisations for their continued participation and hope that these interactions continue to provide a useful platform for learning and understanding the different roles that support the development of the African Public Service.

This report captures the key discussions and agreement reached during the Forum. It is our hope that the issues documented will assist countries in taking forward their performance management agenda towards achieving their national development objectives through optimal public service delivery.

John Wilkins  
Acting Director  
Governance and Institutional Development Division

## EXECUTIVE SUMMARY

The Sixth Forum of Heads of African Public Services, held in Mahe, Seychelles and co-hosted and co-sponsored by the Government of Seychelles, examined the issue of *Managing and Measuring Performance in the Public Service in Commonwealth Africa* and its importance in the drive to improve public sector effectiveness and service delivery.

Fifty four delegates from 17 Commonwealth African countries attended, including representatives of seven Management Development Institutes (MDIs), and senior officials from Seychelles and the Commonwealth Secretariat.

The Forum was designed to allow Heads of Public Service in Africa to gain a common understanding of strategic performance management and the approaches being made to institutionalise it in the public service, propose strategies to accelerate the institutionalisation process, and agree on the role that Heads should play.

Heads of Public Service were given an overview of performance management in Africa. They examined some of the critical success factors in making performance management work, the experiences and challenges involved in performance management systems, particularly in relation to cultivating a performance culture and performance measurement.

Delegates were assisted in their discussions by the outcomes of regional fora on performance management, held for senior public sector officials directly responsible for coordinating and implementing performance management systems, and by a background paper prepared for the meeting by independent consultant, Dr Bamidele C. Olowu, on *Performance Management in the Public Service in Commonwealth Africa*, documenting experiences of countries outside Africa from which best practices could be learnt.

In response to Dr Olowu's paper, Heads reiterated that human resources were the most critical asset of any country or organisation. They recognised that ensuring a 'smart' state, which allows strategic thinking and action to take place at all levels, was essential. The importance of developing thinking capacity and confidence and ensuring that talent in the public service is recognised and effectively managed, were also priorities.

It was clear that many public services did not have appropriate mechanisms in place to identify, utilise and reward top performers and

Heads therefore took on board the need to look again at the concepts and philosophy of merit. Technological innovations such as ICT were recognised as critical for countries to move forward. E-leadership and the human resource aspects of Strategic Performance Management (SPM), and how technology can be used to enhance performance, were highlighted.

With regard to the role and performance of public service commissions in Africa, Heads emphasised the need to give more leverage to ministries to recruit and discipline staff rather than relying on public service commissions. Comprehensive human resource strategies were required to ensure the attraction, retention and effective utilisation of talent.

### **Country presentations**

The presentations made by individual countries on their experiences in performance management revealed that countries were at different levels of implementing public sector reforms, including performance management systems. The presentations provoked valuable discussion and enabled Heads to identify some of the success factors, which included high political commitment, strong political-administrative interface, professionalism, and the need to leverage on ICT. Heads agreed that there was a need to manage performance strategically and ensure that the Head of Public Service provided the strategic leadership required for SPM to be successfully implemented.

Strategic performance management was accepted as being time-consuming, expensive and complex, requiring the buy in of everyone, including politicians, to be successful. In order to achieve this, Heads of Public Service should identify a common 'burning platform' with politicians as a way of persuading them to buy into performance management and reform initiatives.

The Forum noted how the public sector had borrowed many private sector methodologies and tools in implementing performance management, not all of which were appropriate given the nature of public sector work. While Heads agreed that the two sectors can learn from each other, great importance was placed on the ability to adapt borrowed methodologies and tools to the context in which they are being applied.

There was consensus that the coordination of performance management strategies should be the responsibility of either the Office of the President/ Prime Minister, with leadership provided by the Head of Public Service, or the Ministry of Public Service. The need to address the prerequisites of performance management for Heads of Public Service to play a strategic role in fostering change and ensuring accountability at all levels was stressed.



## **Making performance management work**

In discussing the critical success factors in making performance management work, Heads acknowledged that changing the mindsets of public servants to ensure that the public service becomes responsive to the needs of citizens rather than being internally focused was fundamental to improving public service delivery. Public service processes needed to be customer-focused and business process re-engineering was important to improve service delivery. A conducive working environment should be created to enable people to perform well. Heads asserted that performance management should not be seen as a form of punishment but as an instrument for improving performance.

## **Performance measurement**

Heads acknowledged that client service charters were powerful tools as they allowed citizens to raise their voices against poor service delivery. In Botswana for example, radio programmes were used to obtain feedback from the people. In Kenya, the people and civil society were involved in the development of service standards and the best and worst performers are publicised in the media.

Service charters and rewards should have a common goal. When the law is changed to implement performance-related promotion, performance standards should be set and a rewards menu developed.

Public Service Commissions (PSC) were recognised as strategic partners in ensuring the effectiveness of the public service. However, their role was perceived as negative in some jurisdictions, especially where they were involved in human resource administration such as recruitment, selection, promotion, disciplining. In some jurisdictions, the role of the PSC had evolved to become custodian of standards, guardians against corruption and irregularity, or an appeal body. Some countries have a Public Service Act which regulates human resource management issues in the public service. Others have introduced performance management systems through legislation.

## **The Role of Heads of Public Service**

A closed session held for Heads allowed them to focus closely on their role as Head of the Public Service to create and institutionalise a results and performance-oriented public service.

Heads agreed the need to strengthen capacity in their offices with a team of strategic thinkers and analysts to support their work. They recognised the imperative to exercise their leadership to obtain the required political buy-in and involvement and persuade public sector institutions to take action to ensure that performance management delivers the intended results.

They urged MDIs to be more involved in government policy development processes and reform design and understand the implications for capacity building so that they can design and deliver relevant capacity building programmes to enable public servants to effectively implement policies and programmes.

Discussion on ways to accelerate the implementation of performance management initiatives in the public service in Africa led to the identification of a number of strategies that are critical for improving performance. These related to capacity building, attraction and retention of talent, information and communication technology and knowledge management, review of the role of public service commissions, and building capacity and modernising MDIs.

### **Communiqué**

A communiqué issued by the Forum will guide Heads in taking forward strategic performance management in their respective public service of Commonwealth Africa. Heads will take a leadership role in developing strategic performance management across government. They will:

- ensure that government policies on performance management are translated into action and implemented;
- advise heads of state and the political leadership on policy matters and aim to win their support and involvement in performance management;
- exercise their power and influence to establish leadership in centres of authority to promote strategic performance management;
- identify and address gaps that undermine effective performance of the public service;
- ensure the integration of public sector reform efforts, in addition to the alignment of planning, budgeting, monitoring and evaluation systems and processes; and
- ensure the integration and alignment of key strategic objectives with operational measures.

Heads will engage MDIs to assist in building capacity and creating a disciplined workforce. They will establish a programme and set targets through service standards, charters or compacts. They will ensure broader public participation through parliament, civil society and community consultation. Finally, Heads will ensure effective strategies for attracting and retaining talent in the Public Service.

The Heads of Public Service reaffirmed the importance of the annual Forum and the need to continue to maintain dialogue and learn from their

diverse experiences. They agreed that the theme for the next Forum, to be held in Cameroon, should be “Managing and integrating public sector reforms in an era of global economic crisis”.

## OPENING CEREMONY

The Sixth Forum of Commonwealth Heads of African Public Service was officially opened by Hon. Joseph Belmont, Vice President and Minister for Public Administration, Government of Seychelles.

In his keynote address, Vice-President Belmont recalled that at the 12th African Union Summit in February 2009, the International Monetary Fund (IMF) signalled that the recent global financial crisis would not spare Africa, and that this added to the challenges facing our public services. In this context, public services needed to respond by sharpening their competitive edge, which could only be achieved through an efficient and accountable public service.

Vice-President Belmont remarked that wide-ranging reforms based on the new public management paradigm had met with some success but these efforts remained inadequate in the face of contemporary challenges. Commenting on performance management systems in the public sector, he emphasised the need for organisations to understand how well they were doing in improving organisational performance, which was not an end in itself but a tool for more effective management. The outcome sought was better performance and the key was performance measurement.

He added that the African Association of Public Administration and Management (AAPAM) considered the implementation of performance management systems to have improved decision-making and brought about cost and value consciousness. He stated that implementation was not without its challenges, citing examples where public sector organisations had been criticised: too many organisational controls; a proliferation of performance indicators; weak links between managers and employees; a lack of integration; and a lack of capacity to evaluate and manage knowledge and intangible resources. These weaknesses make it necessary to move from measurement to management. He cautioned adapting performance management systems to private sector measurement theory and emphasised that leadership was critical in this endeavour.

Vice President Belmont stressed that the performance management movement was irreversible because it forms the basis for the transformation of public sector organisations. He commended the Commonwealth Secretariat for its role in promoting the transformation

of public services in Commonwealth Africa and for supporting the sharing of experiences amongst African public services. In concluding, he welcomed participants to Seychelles and urged them to make the most of the opportunity provided by the Forum.

In his welcome address, Mr Mohammed Afif, Cabinet Secretary of the Government of Seychelles, welcomed participants and noted that the 6th Forum had attracted a record number of attendees.

He commented that the Forum had come at an opportune time for Seychelles as significant reforms had recently been introduced, including restructuring of the public sector. Government was monitoring the impact of the reforms on the country's ultimate stakeholders, the people. He remarked that benchmarking of the correct indicators and the implementation of strategic performance management (SPM) would be key elements of the Seychelles government's continuing reforms.

Mr Afif emphasised that performance management should exist within a system and not become an end in itself. He added that systems should be created to allow ordinary workers to perform effectively.

In concluding, Mr Afif thanked the Commonwealth Secretariat for their support and wished the Forum well in its deliberations.

In her opening remarks, Ms Jacqueline Wilson, Director, Governance and Institutional Development Division, Commonwealth Secretariat, welcomed the delegates on behalf of Commonwealth Secretary-General. Ms Wilson commented that the Forums had been organised annually since 2004 and was delighted by the current high level of attendance. She conveyed the apologies of the Heads of Public Service from Kenya, Malawi and Mozambique.

Ms Wilson highlighted that 2009 was the 60th anniversary of the modern Commonwealth. Its establishment heralded the birth of a new internationalism in the new world order and a new community of values. Reminding the Forum that the Commonwealth was based on the principles of equality, peace, democracy and good governance and is a catalyst for global consensus building, Ms Wilson highlighted the appropriateness of the theme of the upcoming Commonwealth Heads of Government Meeting, which is "Partnering for a more equitable and sustainable future".

She said African Commonwealth countries were at different stages of institutionalisation of performance management and the Forum provides a platform for learning and sharing of experiences aimed at improving public service effectiveness and service delivery. Emphasising that what

gets measured gets improved, Ms Wilson stated that the background paper of the Forum also documented experiences of countries outside Africa from which best practices may be learnt. She also drew attention to the regional fora on performance management that had been held for senior public sector officials directly responsible for coordinating and implementing performance management systems.

Ms Wilson said that the Forum was for Heads of Public Services and urged participants to take full advantage of this opportunity. She looked forward to a period of learning and reflecting.

# **PERFORMANCE MANAGEMENT IN THE PUBLIC SERVICE IN COMMONWEALTH AFRICA: BACKGROUND PAPER**

**Chairperson: Ms Jessie Esparon, Principal Secretary,  
Department of Public Administration, Seychelles**

**Presenter: Dr Bamidele C. Olowu, Independent Consultant**

In presenting the background paper, independent consultant Dr Bamidele C Olowu stated that most countries in Commonwealth Africa are implementing performance management in one form or the other. He underscored the pivotal role of the public service in meeting the Millennium Development Goals (MDGs) and the need to re-position the public service so that it is outcome-oriented. He asserted that Heads of Public Service can strategically use their positions to influence both politicians and public servants to facilitate the attainment of MDGs and other national development priorities by having robust performance management frameworks that document public sector performance and its outcomes. Most countries have engaged in some form of performance management. However, there is a need to clarify and understand the concepts of strategic performance management (SPM).

Dr Olowu defined SPM as a strategic and integrated approach to delivering sustained success or outcomes desired by the key stakeholders of an organisation by improving and integrating plans, budgets, human and other resources available to the organisation. Dr Olowu highlighted the seven phases in SPM as:

- developing a stakeholder-driven strategy;
- defining strategic performance priorities;
- choosing a measurement framework;
- selecting appropriate measures;
- ensuring alignment and accountability;
- creating a performance culture; and
- making performance improvement sustainable.

The factors that have driven SPM at a global and African level include a general dissatisfaction with public service delivery and the growing size of the public service relative to the economy, which led to the adoption of

what is referred to as the “new public management” (NPM) paradigm in developed countries such as the United Kingdom and New Zealand. The NPM paradigm promoted three core principles: markets; managerialism; and measurement as the key to improving public sector performance. Other factors that led to the focus on performance management include the new democratic wave to developing countries, globalisation and the confidence that poverty can be eradicated in the world in one generation. The articulation of Millennium Development Goals to reduce poverty by half by 2015; the Paris Declaration committing donors and recipients to monitorable indicators and governance reforms; and new principles for public sector reform arising out of the work of regional bodies, the African Union (AU), the New Economic Partnership for Africa Development (NEPAD), the Africa Peer Review Mechanism, (APRM) and the African Public Service Charter, have all provided the impetus for strategic performance management in developing countries.

Dr Olowu stated that performance is as old as public administration but that the current emphasis is on performance management due to the increasing scope, sophistication and external visibility of performance measurement activities aimed at holding government accountable for outcomes. Different countries have adopted their own performance measurement frameworks, for example Total Quality Management and Balanced Scorecard (BSC).

Dr Olowu identified four key challenges of performance measurement and management as:

- lack of a common vision or lack of communication of a leadership vision to the organisation;
- non-alignment of people strategies to organisational strategy;
- managers focusing on short-term issues rather than long-term issues; and
- failure of organisations to link budgets to strategy.

Additional barriers to strategic performance management in the African context include conceptual problems which have to do with confusion of individual performance and organisational performance; operational challenges related to indicators and measurement; challenges of inadequate political leadership to drive reforms; reform fatigue, especially where a series of reforms is a conditionality for financial assistance; financial/technical resource challenges in relation to the need for e-governance and computerisation; the challenge of getting the fundamentals in place such as supportive leadership, capable administrative leadership and administrative culture that promotes strategic thinking and action; and the challenge of attracting and retaining



the best brains in the civil service. He highlighted the need for countries to understand that performance management is not cheap, easy or a quick fix and that it must be well thought through and built on a robust policy framework to yield the intended results.

Dr Olowu acknowledged that most African countries already have planning frameworks in place but underscored the need to put in place a procedure that links the national development plans with the public sector reform strategies in which strategic performance management principles are core. As a way forward, he recommended that development plans be connected to public sector reform programmes; strategic performance management be adopted as an initiative that links the various reforms that a country is implementing; institutional and human capacity of the offices of heads of public service be strengthened and work closely with Ministries responsible for finance and development planning; adequate resources be sourced from domestic and external organisations to finance SPM; higher education institutions in Africa should conduct more research to support initiatives in the public service; Heads of Public Service should use their political clout to effectively engage politicians, civil servants and non-state actors; and Heads need to develop robust human resource management strategies to support effectiveness of public sector institutions.

In concluding, Dr Olowu stated that the current global, economic and financial crisis required effective, responsive, intelligent and highly motivated public services. African Heads of Public Service could help to re-position their countries by adopting a knowledge-driven approach to the reform for revitalization of their respective public services.

## **Discussion**

The discussion that followed the presentation focused on e-leadership and the human resource aspects of SPM and how technology can be leveraged to enhance performance.

Heads acknowledged that human resources are the most critical asset any country or organisation can have because they are the active agent that can create or destroy value. Emphasis was placed on ensuring a smart state rather than a strong state, which allows strategic thinking and action to prevail at every level. Heads, therefore, agreed on the need to develop thinking capacity and confidence and to ensure that talent in the public service is effectively managed.

The issue of talent management was emphasised in the context of the general observation that the majority of Africans perform better overseas than in their own countries as most systems abroad recognise talent and efficiency. It was observed that most public services do not

have mechanisms in place for identifying and appropriately utilising and rewarding top performers. As a result, they leave for the private sector. The public sector is, therefore, used as a training ground for the private sector. Dr Olowu advised on the need to revisit the concepts and philosophy of merit. It was suggested that embracing SPM would not necessarily make everything fall into place.

The role and performance of Public Service Commissions in Africa was also discussed. A comment was made that in the majority of African countries Public Service Commissions have not played a very positive role in ensuring that talent is attracted to and retained in the public service. Heads asserted the need to give more leverage to ministries to recruit and discipline staff rather than over-relying on public service commissions which, in the majority of countries, are not performing to the required standard. It was agreed that Public Services need to have comprehensive human resource strategies to ensure the attraction, retention and effective utilisation of talent. Heads observed that technological innovations such as ICT were critical for countries to move forward. They gave an example of how countries such as China have managed to grow and break into particular markets through the use of technology and low costs of labour. The capacity to mobilise the masses and utilise them productively was also identified as another key area for African countries to focus on in their efforts to enhance capacity.

Heads noted that SPM was time-consuming, expensive and complex and required the buy in of everyone, including politicians, for it to be successful. In response to a query on how politicians' support may be obtained for plans that span more than five years, Dr Olowu asserted the need for civil servants to adequately brief new politicians on government programmes and ensure their buy in. Dr Olowu remarked that there were "no quick, no cheap and no easy" solutions to implementing performance management and urged countries to continue making improvements in the systems being implemented. He further asserted that performance management was a big reform in itself, requiring a lot of changes in civil servants' mindsets, organisational systems, structures and practices.

## **EXPERIENCES IN PERFORMANCE MANAGEMENT IN COMMONWEALTH AFRICA: COUNTRY PRESENTATIONS**

**Chairperson Session 1: Mr Philip Ngwese Ngole,  
Secretary General, Ministry of the Public Service and  
Administrative Reforms, Government of Cameroon**

**Chairperson Session 2: Mr S G Pessima, Secretary to  
Cabinet and Head of the Civil Service, Sierra Leone**

### **Ghana**

The effort to institutionalise performance management systems in the civil service dates back to the post-independence era but prominent effort was made under the civil service reform programme (1987-1993). The Ghanaian government introduced a performance-based appraisal system in the civil service in 1992, which replaced the annual confidential appraisal system which was deemed unsuitable for contemporary public administration. In 1997, performance contracting (performance agreement) was introduced to provide an objective means of assessing the performance of senior managers who had been left out of the appraisal system. The performance appraisal of Chief Directors (Principal Secretaries) provides a vital link for aligning organisational goals with individual performance targets.

In 1999 a performance management, monitoring and evaluation division was established to institutionalise the performance management system in the civil service. Performance management and the evaluation of institutional performance take place in the civil service through a number of processes, which include annual budgeting within the context of the Medium Term Expenditure Framework, publication of service standards and charters, annual organisational performance reviews and reporting, publication of performance league tables, systematic consultation of clients, composite performance monitoring reviews and annual organisation performance reporting. Ministries are accountable to parliament for their performance and the Head of Civil Service coordinates performance management because he/she has responsibility for overall efficiency and effectiveness of the civil service.

A number of challenges have inhibited the process and among these are inadequate political-administrative interface to drive the process, non-linkage of the performance management process to an enforceable rewards and sanctions mechanism; non-compliance to the staff performance appraisal system whereby appraisal forms are only filled in for promotional purposes; ineffective and weak budgetary support; lack of performance standards and measures that are nationally accepted to facilitate measurement and evaluation, and general reporting fatigue among MDAs.

The Government of Ghana is in the process of re-launching a documented and enforceable performance management system based on the lessons learnt from an evaluation of the performance management system conducted in 2007. The major features of the new performance management system include provisions for rewards and sanctions; establishment of an objective and transparent assessment scheme; and customer focus in service delivery. To ensure success, there are plans to fully involve politicians, to invest extensively in capacity development in performance planning and measurement and to develop an effective communication strategy.

### **Namibia**

Performance Management in Namibia was introduced soon after independence in 1990, with Merit Assessment used to evaluate the performance of junior officers and Efficiency Rating used to evaluate performance of senior officers. This was replaced by a Performance Appraisal System in 1996, which was suspended in 1998 due to lack of supporting organisational culture and insufficient training in the system. The Government of Namibia conceptualised and launched a new performance management system in the public service in 2004 as a vehicle for accomplishing Vision 2030. It aims at improving the performance of the public service to attain high levels of customer satisfaction and productivity that will lead to achievement of national development aspirations. The main strands of the performance management system in Namibia are:

- Enhanced Performance management policy framework;
- Alignment of the performance management system with on-going reform initiatives;
- Development of mechanisms and a complementary information system to measure, monitor and evaluate corporate and individual performance, and to validate decisions on rewards and sanctions; and
- Formulation and implementation of human and institutional capacity building strategies specifically in pursuance of performance management objectives.

To ensure successful implementation of the new performance management system, between 2005 and 2007, the Government of Namibia trained senior managers, ministerial implementation teams and facilitators who were responsible for training the rest of public servants.

Despite launching a comprehensive PMS framework, a Mid-Term Review conducted towards the end of 2007 revealed some weaknesses in relation to implementation of PMS. These included over-emphasis on training that was academic in nature at the expense of actual implementation; the wide scope of the intervention which overstretched government resources; the introduction of a balanced score card methodology that was not properly integrated into the performance management system; some strategic plans that could not provide a good basis for an integrated performance management system; high turnover of staff responsible for driving the process; challenges associated with developing a PMS monitoring and evaluation tool that can be integrated to the national monitoring and evaluation system; and general scepticism among civil servants about PMS.

As a way forward, the focus will be on piloting and further implementing PMS in line with national development plans and aligning PMS with human resource frameworks. The renewed approach to implementing PMS will entail, among other things, simplifying the PMS methodology and capacity building manual; developing an integrated PMS implementation plan which is in line with the National Development Plan, and the alignment of legal frameworks to facilitate smooth implementation of the system.

## **Swaziland**

The Government of Swaziland launched the Public Sector Management Programme (PSMP) in June 1995 with the overall goal of enhancing the capacity of the public service to perform at consistently high levels, to meet the expectations of government and the people in relation to good governance, economic and social development. Improving the performance and productivity of the public service for effective and efficient service delivery is one of the five critical objectives of the PSMP. The current performance management system, which is led by the Ministry of Public Service, focuses on employee performance and has not worked as effectively as it was meant to, mainly because it is applied in an ad hoc manner as most managers do not take the system seriously, is open to manipulation, and appraisal information is used.

In 2007, the Prime Minister introduced an institutional performance management system that aims to align and focus the operations

of all ministries on ten priority areas extracted from the National Development Strategy, a Poverty Reduction Strategy and the Millennium Development Goals. Each Ministry is expected to have between three and five performance objectives with targets which form the basis for evaluation of Ministers and Principal Secretaries. So far, the system is helping ministries to focus on government priorities; it is facilitating quarterly review of annual action plans that ministries are implementing to contribute to priority areas; and it is enabling government to identify some quick wins.

### **South Africa**

The Government of South Africa sees performance management as an instrument for service delivery and for facilitating achievement of national development priorities. The need for fundamental change in the South African Public Service was identified at independence in 1994. Increased managerial authority and autonomy to national departments and provincial administration was granted through the 1997 White Paper on Human Resource Management in the Public Service. A regulatory framework for Performance Management and Development System below senior management level, which was implemented in 1999, allowed each Department and Provincial Government to have their own human resource policies and performance management systems with minimum requirements prescribed in Public Service Regulations.

Although all Departments were expected to implement performance management systems by 2001, a review by the Department of Public Service and Administration revealed that very few departments and provinces had started implementing the system due to challenges associated with its design and implementation, and organisational as well as broader governmental issues. In 2003, DPSA introduced a new Incentive Policy Framework and requested Departments to implement performance incentive schemes, linked to departmental performance management systems, while taking into account the provisions of the public service regulations. Departments were, however, unable to implement the incentive schemes due to a lack of coherent performance management policies and systems. In 2003, DPSA developed the Integrated Performance Management Development System (IDMDS), which could be used by Departments in the absence of their own functioning systems. This system was later adjusted and made user-friendly and renamed Employee Performance Management and Development System (EPMDS) and was modelled around the Senior Management Service PMDS. A number of departments were able to utilise the new system. The major challenges experienced with the South African Performance Management System included perceptions among employees that they were entitled to performance bonus regardless of

the level of performance; challenges relating to performance moderation; and limited trust among employees in the credibility of the system.

In realisation that the effectiveness of the senior management group impact on the overall ability of the public service to deliver on its mandate, a Senior Management Service (SMS) was introduced by Government in 2001 to professionalise its senior management echelon. In 2002, a uniform performance management and development system for the Senior Management Service (SMS PMDS) was developed and implemented. The framework for evaluating the performance of heads of departments provides for the use of a panel system to assist with the evaluation. The panels comprise political heads of government departments, other administrative heads of departments, external stakeholders familiar with the work of the department and in some instances members of the relevant portfolio committees of legislatures. The evaluation of heads of departments is aligned to the planning and the Medium Term Expenditure Framework cycles. Major challenges confronting the SMS PMDS include the need to strengthen assessment of the correlation between performance of the head of department and departmental performance in view of cases of lack of congruence of performance at the two levels and declining compliance to the evaluation system. In addition, performance management has not been successfully integrated as an integrated HR value chain process within the public service.

The major lessons learnt from the South African experience with performance management are:

- Performance by and large is linked to the behaviour and attitudes of the employee and the focus of any performance management system should be to change such attitudes and behaviours which do not enhance performance.
- The dominance of the monetary issue in performance management is viewed as one of the major contributing factors to the absence of strong performance culture.
- The introduction of foreign and complex performance management systems and tools like the Balanced Scorecard and other technology-driven systems, have produced little in the way of outcome improvements. The development of appropriate home-grown methodologies which speak to the contextual factors of countries may provide the solution.
- Departments with strong leadership and management had stronger stability in staff retention and organisational culture and were also the ones doing well in performance management and the application of the Performance Management and

Development System. It is therefore not the performance management system that improves performance but rather sound management practices and sound performance management that focuses on improving the application of skills and competencies as well as relevant behaviour and attitudes towards work.

As a way forward, the Government of South Africa is developing a strategic framework for integrated performance management that will advocate organisational performance management (OPM) in an organisational system model. The main elements of the OPM are: a) governance and management structures and processes; b) strategic planning processes; c) financial planning processes; and d) internal strategic control points, which include the employee performance management systems for the Head of Department, SMS and non-SMS employees.

At institutional level, in response to poor coordination among government departments, a cabinet cluster system was established, inter-departmental relations were strengthened and the capacity of the Presidency to conduct government-wide planning, monitoring and evaluation was also strengthened. This led to the development of a government-wide monitoring and evaluation system. The Treasury also improved frameworks for planning, budgeting and reporting and provided advocacy training to enable departments understand these frameworks. To ensure efficient public service delivery, all government institutions are required to formulate strategic plans, allocate resources to the implementation of those plans, and monitor and report performance. The Auditor General conducts performance auditing of departments and the Public Service Commission is developing a methodology to assist with the analysis of the performance of departments.

## **Mauritius**

In line with the vision of Government to create a modern and efficient public service, the past decade has seen the implementation of a host of measures aimed at improving public sector efficiency and good governance. Currently, two strategic reform programmes being introduced are the PMS and programme-based budgeting. In addition, the Government of Mauritius has developed a Total Quality Management framework focusing on good governance and promotion of an ethical culture; quality management initiatives; customer care initiatives; modernisation of services; and capacity building.

The institutional framework put in place to drive and monitor the successful implementation of PMS in Ministries, Departments and Agencies (MDAs) lies with a high-level steering committee on public sector reforms. A task force was established to develop a performance management



framework. The PMS has been implemented at organisational, unit/ team level and individual level. All ministries have strategic plans, Key Result Areas (KRA) and Key Performance Indicators for each KRA are developed to facilitate measurement. This process is cascaded to the departmental and sectional levels. At individual level, work plans are developed for each employee, based on the section plan, and the work plan forms the basis for individual performance appraisal. The major challenges to be tackled include how to manage performance-related rewards and sanctions and change management. In addition, the individual performance appraisal form which is used is outdated as it was introduced in 1963 and has not proved to be a useful tool for planning and measuring performance. Revision of the tool to match the current approach to performance management is critical.

### **Gambia**

The current performance management system for the Gambia is focusing more on staff appraisal using a tool that still requires improvement. The PMS has had limited success due to a number of challenges: evaluation criteria given the absence of adequate performance baseline data resulting from non-existent job descriptions, terms of reference and certain schemes of service; lack of expertise; subjectivity – confidential nature of forms and lack of performance targets; the system was non-developmental; lack of adequate funding; stiff resistance to the system from staff; and the Maslaha syndrome, a tendency to avoid alienating others, especially in the workplace, resulting in flat ratings for all employees. However, the Gambian civil service is cautious about changing a system that they have inherited. A computer-based appraisal form has been developed, which is working well. The country is currently undergoing civil service reform. There is some reluctance to adopt commercial models as the dimensions of work ethics and service culture may be lost. The new approach is based on transforming the mindsets of civil servants, the ability to recruit and retain a pool of highly trained and committed professionals and, importantly, a robust performance management system.

### **Sierra Leone**

The Government of Sierra Leone has been implementing a number of reform initiatives which include reduction in the size of the public service at lower levels and improving conditions of service for civil servants. The President of the country provides leadership on public service and is championing the PMS process. All ministers sign performance contracts with the President.

## **Kenya**

Since independence in 1963, the Government of Kenya has been implementing various reform initiatives aimed at improving the quality of life for Kenyans. The missing ingredients in the earlier reform agenda were the issue of service delivery and the general performance of the public sector. In 2003, the Government introduced Results Based Management, which redefined public sector 'performance' to mean focusing on outputs and outcomes, instead of being overly pre-occupied with inputs and processes.

Under the Results Based Management, a number of flagship programmes were introduced, to propel the change to focus on results. These included Performance Contracts, Citizens' Service Delivery Charters and Rapid Results Initiatives. These reform initiatives are complemented, on a continuous basis, by intensive capacity building in the entire public service in diverse areas, to support effective implementation of the performance management system. In 2005, the Government introduced Citizens' Service Delivery Charters to hold public institutions accountable for delivery of the highest possible quality of service to the public. The service delivery charters were consequently included as a key performance indicator in the performance contracts of public institutions. In addition to this tool, the performance contracts include a requirement for public institutions to carry out independent annual surveys to determine and increase customer satisfaction levels. Government has partnered with the private sector, civil society organisations and the general public to track implementation of the service charters.

In 2007, Kenya won the UN Public Service Award in the first category of Transparency, Accountability and Responsiveness in the public service in recognition of its performance contracting system.

Kenya's success factors are linked to involvement of other stakeholders from outside the public service; public-private partnerships; ICT as a major component in driving economic growth, the e-government strategy; leadership and human resources development; and other capacity building initiatives. Passion, commitment and having champions to steer the reforms are other critical success factors.

Some of the benefits that the Government of Kenya is accruing from implementing performance management system and other reforms include enhanced satisfaction with public services through the implementation of service charters and customer satisfaction surveys; increased transparency and accountability in the management of public resources; enhanced effectiveness and efficiency in project implementation, changed cultures and work ethics in public institutions; restored confidence and trust in Government and the public service and

restored dignity of public servants. Challenges include the transfer of staff in the middle of performance contract period, mergers and split of ministries; absence of a legal framework to steer reforms throughout the public sector; and inadequate capacity to cascade reforms to all levels in public institutions.

### **Seychelles**

In 2008, Seychelles embarked on a macro-economic reform programme, with a public administration and a public sector reform strategy (PAPSR) as an important component. This strategic reform programme focuses on seven components:

- restructuring
- pay
- e-government
- human resource management and development
- decentralised reform in the health and education sectors
- programme management and coordination
- accountability and performance management.

The Government of Seychelles would like to build a public service that remains responsive to the needs of government and the people. The restructuring was undertaken to develop new public service structures and work practices and to introduce new systems to achieve greater efficiency, productivity and more responsive services. The Government of Seychelles is implementing various reforms and initiatives to create the right environment for a strategic performance management system.

The various strategies, challenges and outcomes of the reform components have been identified and the Government is learning from best practices that will result in a fiscally affordable and efficient public service delivery system measured by an institutionalised performance management system.

### **Botswana**

Improving the performance of the Botswana Public Service for efficient and effective service delivery is a priority for the Government of Botswana and has been at the core of public sector reforms since the 1970s. A customer satisfaction survey conducted in 2005 indicated that the overall customer satisfaction level was at 25%, implying that service delivery in Botswana was unsatisfactory. The Government of Botswana, therefore, found it necessary to continue to aim to improve the quality, effectiveness, timeliness and efficiency in public service delivery.

Performance Management in the Botswana Public Service is premised on Vision 2016, which recognises the importance of improving the performance of the public service in the implementation of policies as well as reforming the public service. A holistic Performance Management System was introduced around 1999 as an instrument to enable the whole of Government, ministries and departments to work towards optimum delivery of services to the nation. The PMS philosophy was to deliver on set and agreed plans, improve and sustain productivity at all levels and inculcate a culture of performance, accountability and focus on results. Since it is anchored on the national vision, PMS in Botswana is expected to deliver on national development plans for the achievement of national goals. In the Botswana context, PMS provides a framework for integrating all reforms and there is a Public Sector Reform Unit which advises government on issues of policy and strategic direction and coordinates the overall implementation of public sector reform initiatives aimed at improving public sector productivity and delivery. The unit also facilitates monitoring of government departments and ministries and ensures alignment to the national development plans and Vision 2016.

Ministerial strategic plans are developed on the basis of policy priorities outlined in the national development plan. Clear articulation of key result areas for each policy priority, goals for each result area, objectives for each goal, and cross-cutting linkages with other sectors facilitate coordinated planning for the effective use of resources. Strategic plans also articulate measures and key performance indicators for each strategic plan goal and objective. Based on the strategic plans, ministries prepare annual performance plans which are cascaded to departments/ divisions and units within ministries. Individual performance plans are also developed on the basis of the activities in the annual performance plan. Through this process, national priorities are cascaded to employee level.

Despite having an elaborate performance management system in place, service delivery did not improve. This was mainly because, although employees understood what needed to be achieved, little attention was given to the readiness of ministries in relation to capabilities, values, leadership and management styles, and overall organisational culture to support the implementation of new initiatives. In 2005, the Government introduced the Balanced Scorecard to bring focus and alignment to strategic planning, to close the gap between strategy formulation and implementation and to close the measurement gaps. The Balanced Scorecard also enhanced the translation of strategy into operational terms and linked strategy to budget and performance-based monitoring and reporting.

In Botswana, the Principal Secretary to the President who is also Head of Public Service leads the reform agenda in the public service

and is accountable for results, thus holding all Permanent Secretaries accountable for delivery. An important lesson learnt is that political will and leadership commitment is an important prerequisite to drive and sustain improvements.

Another critical element of the performance management system in Botswana is the performance monitoring and review process which entails:

- a) quarterly reviews of performance agreements of Permanent Secretaries and the Permanent Secretary to the President ( Head of Public Service); and
- b) quarterly reviews of performance agreements and performance development plans by line ministries.

The President, Vice President and ministers are involved in the review process.

The Government of Botswana also introduced a performance-based reward system which ensures that individual performance is reviewed every quarter and that employees are aligned to a shared vision and the goals and objectives of the ministry.

The major challenges that emerged from the performance management process include: inconsistent monitoring and review across all ministries; performance management focusing more on senior staff at Director level and above; performance appraisal outcomes not reflecting actual performance due to the performance appraisal of junior staff not being objective and consistent; and the lack of people management competencies among supervisors. Despite challenges, the Botswana public service has made a remarkable improvement in performance and in the delivery of services, mainly attributed to continuous improvement initiatives that are customer-focused; process re-engineering and the automation of processes, among other things.

### **Lesotho**

Lesotho developed Vision 2020 which provides the country with a sense of direction over the long-term and is a starting point for performance management. As a first step towards the implementation of the Vision 2020, Lesotho prepared a Poverty Reduction Strategy, a document that was also nationally driven as a result of consultative and participatory processes. Along with the preparations for the Poverty Reduction Strategy Paper (PSRP), during the years 2002 to 2004, the Public Sector Improvement and Reform Programme (PSIRP) was conceptualised to respond particularly to the enhancement of service delivery. The primary objectives of the programme were to improve public finance management;

decentralise service provision; and improve public sector management through improved service delivery. One of the key elements of the PSIRP was the implementation of a performance management system aimed at promoting a result-oriented performance and accountability in the public service. The programme lacked an integrated and holistic approach to the implementation of the programme and the capabilities of the ministries were not enhanced to support its implementation. The Government of Lesotho has developed a home-grown solution, the 'Service Delivery Agenda', to operationalise its vision and address the challenges in service delivery. The implementation of a results-oriented and integrated performance management system is a key component of the service delivery agenda. The Government of Lesotho is currently in the process of renewing the performance management system.

### **Cameroon**

A national programme on governance was approved in June 2000, containing several sector components amongst which is the "Public Administration" component aimed at improving performance. Some of the initiatives implemented to improve public sector performance include streamlining organisational structures, modernising human resource management; developing output standards to assess public servants based on results, and drawing up administrative procedures manuals.

The Cameroon Public Sector currently lacks a robust planning framework at national and ministry level to support integrated performance management. The performance assessment of ministries is currently based on annual action plans, referred to as ministry roadmaps. The Government of Cameroon is currently in the process of piloting a programme to modernise public administration by introducing results-based management. This programme will foster a new organisational culture that is concerned with efficiency, results and customer-focused service delivery.

The main challenge is the inadequacy of funding for reforms, which leads to priority being placed on projects of direct relevance to each ministry leaving behind other cross-cutting reform initiatives; inadequate human capacity in ministries; poor incentive regime and lack of a proper framework for promotions and career progression; lack of a performance-oriented organisational culture; absence of performance measurement culture and tools; poor information management systems; challenges associated with integrating various reforms across the public sector, and generalised lukewarm attitudes towards reform.

The Government of Cameroon is endeavouring to launch a renewed approach to improving public sector performance, which will focus on adoption of the national master plan of reforms; adoption of a planning

implementation cycle, introduction of dialogue with users and citizens, and creating an appropriate organisational structure and an environment that promotes and enhances performance.

## **Tanzania**

Reforms in Tanzania started soon after independence in 1963 to address priority problems of poverty, disease and ignorance. In 1990 the Government of Tanzania introduced strategies aimed at poverty reduction and economic growth. This included the national strategy for growth and reduction of poverty, popularly known as “mkukuta”. This programme has three outcome clusters: growth and reduction of income poverty; improvement in the quality of life and social wellbeing; and governance and accountability. This strategy stemmed from Vision 2025. Despite these reforms, the Tanzanian public service continued to face numerous challenges. Accordingly, a civil service reform programme (CSRP) was developed and implemented between 1993 and 1999 to address the challenges. Despite some notable achievements, the CSRP failed to address problems of poor service; poor productivity in the public service; lower levels of accountability; and weak management systems.

A Public Sector Reform Programme (PSRP) was introduced in 2000 to enhance public service delivery through the installation of an integrated performance management system that facilitates the creation of a shared vision; understanding and agreement about the results to be achieved; and the operational framework for continuous performance improvement. The PMS being installed in the Tanzania Public Service aims to put in place predictable, effective and efficient systems for planning, implementation, monitoring, evaluation and reporting with the overall objective of providing quality services to the public.

Tanzania’s performance improvement model involves:

- planning (service delivery surveys, self-assessment, strategic plans, MTEF, action plan);
- implementation (open performance review and appraisal system, client service charters);
- monitoring, evaluation and reporting; and
- performance reviews (mid-year and annual).

Enabling factors for the effective institutionalisation of performance management in Tanzania include appropriate policy and legal frameworks and the establishment and implementation of a performance improvement fund to support changes identified in strategic plans, and increased participation by MDAs.

Major achievements, which have created a foundation for successful implementation and use of performance management systems in MDAs, include the development of guidelines and manuals for use by MDAs; harmonisation and integration of strategic plans with medium-term expenditure frameworks; and putting in place a coordination framework for planning at national, sectoral and institutional levels. The major challenges experienced include capacity issues related to strategic and operational planning; service delivery surveys not conducted in a timely manner in certain instances to feed into the strategic planning process; some MDAs refusing to accept the weaknesses revealed through the surveys; the high costs of surveys; the model that guides self-assessments was perceived to be too technical and complicated, some MDAs scored themselves highly in self-assessments due to misconceptions that low scores would tarnish the image of their organisations; low compliance to the open performance appraisals and review systems for various reasons; most client service charters not operational in the MDAs; monitoring and evaluation processes have not been effectively implemented due to a number of factors, including limited capacity and the proliferation of different monitoring and evaluation processes across the public service.

The Tanzanian public service identifies important lessons to be learnt: effective ownership of the PMS process by MDAs; continuous capacity building on PMS matters across the public service; the development of guidelines and manuals to assist implementation; the establishment of proper linkage between the various PMS components; continuous improvement of the PMS process and components documentation; and linking PMS with incentives, rewards and sanctions.

### **Malawi**

Performance management in the Malawian public service involves a structured but flexible approach to improving the performance of employees and the organisation as a whole. However, the system had several limitations as it did not serve any useful purpose of improving individual, team and organisational performance. The Civil Service Review Commission of 1985, Civil Service Reform Programmes (1994-2001), the Public Sector Management Reform Programme (2002-2006) and the Malawi Poverty Reduction Strategy all pointed to the need for an objective and open performance management system.

A performance contract system which only covered senior civil servants was introduced in 2001 in an effort to ensure that civil servants are held accountable for delivering agreed results in their jobs. This system only covered about 370 out of around 130,000 civil servants. The system was implemented for a few years but had to be abandoned because it was not effectively implemented and had limited impact on improving



overall performance. One of the challenges was that the majority of civil servants working on permanent and pensionable terms largely did not commit themselves to delivery of quality services as they perceived those on contracts to be getting higher perks than them.

Malawi has a Vision 2020 which is being operationalised through the Malawi Growth and Development Strategy (MGDS). Six priority areas were identified from the MGDS to focus resources and ensure delivery in those priority areas. All ministries have strategic plans which are aligned to the MGDS. Ministries are also developing service charters. To facilitate achievement of the strategic goals in the MGDS, a new performance management system covering all civil servants was developed and launched in 2007. Some features of the new performance management system are that it is linked to strategic plans and it is expected to contribute to overall improvement of the performance of individual employees, departments and ministries and ultimately the civil service as a whole.

The challenges that have been identified in the process of rolling out the new performance management system include weakness of the human resource management units in ministries and the need to strengthen the capacity of the Department of Human Resource Management and Development which is championing and rolling out the system to the entire public service.

### **Uganda**

The public service review of 1989, which revealed that the Public Service was inefficient, ineffective, unresponsive, demoralised and consequently not delivering, led to the introduction of Results Oriented Management (ROM) in 1996, with project management, management by objectives and programme and performance budgeting as the core components of the approach. In the Ugandan context, results-oriented management is being applied to promote optimal use of available resources by focusing on the results delivered at institutional and individual levels in line with institutional plans, sector plans and the Poverty Eradication Action Plan (PEAP).

Results-oriented management is at the core of the integrated performance management framework, the main components of which are:

- a. strategic performance planning and budgeting;
- b. performance reviews;
- c. performance improvement, rewarding and recognising performance;
- d. service delivery standards; and
- e. monitoring and evaluation.

Around 1993, a sector-wide approach to planning and budgeting was adopted to provide a common forum for discussion and agreeing on sector priorities, performance indicators and outcomes. From 1997, strategic performance management in the public service was anchored on the Poverty Eradication Action Plan (PEAP). A national development plan incorporating the national vision and goals, the ruling party manifesto, the millennium development goals and goals of the New Economic Partnership for Africa Development (NEPAD) was being developed to replace PEAP as the national planning framework as from the 2009/2010 financial year. At institutional level annual performance plans with clear outputs, performance measures and indicators are developed based on the policy priorities in the PEAP. Government uses the Medium Term Expenditure Framework as a planning, budgeting and monitoring tool. Individual performance planning is undertaken at the beginning of a financial year.

A key step in results orientation is the implementation of deliberate performance improvement initiatives. High performance is also recognised at institutional and individual levels through non-monetary rewards. Service delivery standards and client charters were introduced in 2007 to place direct responsibility on respective institutions and individual employees to provide reasonable levels of service to the recipients.

Performance reviews are conducted at sectoral, institutional and employee levels. Annual joint sector reviews are undertaken to analyse policy developments, investment plans, constraints and performance towards sectoral outcomes. Performance reviews are also undertaken in ministries, departments and local governments to monitor performance on planned outputs, both at institutional and individual levels. In 2003, Government established a National Integrated Monitoring and Evaluation System for the PAP to ensure that all programmes are monitored and evaluated in a rational and synchronised manner.

The challenges to implementation relate to the collection of performance data; equipping service recipients with the confidence and capacity to demand services; eliminating red tape; providing adequate incentives to support performance management; strengthening monitoring and evaluation mechanisms; ensuring effective use of performance management information; determining cross-organisational outcomes; and providing continuous capacity building for managers.

From experience with performance management, Uganda has learnt that:

- a) performance management should be aligned to the political agenda;

- b) performance management system should be established as part of the organisational planning framework;
- c) performance management should be part of the overall management structure and strategy;
- d) key stakeholders should be involved in the planning process;
- e) the performance management system must be simple;
- f) development of leadership and change management capacity is critical;
- g) investment in human resource development is crucial;
- h) there is need to customise the performance management system to the local environment;
- i) incentives should be provided and sanctions enforced; and
- j) a performance monitoring and evaluation mechanism should be established.

Based on the challenges and lessons learnt, Uganda is now developing strategies for the transformation of the public service through:

- a) implementing performance contracts for chief executives;
- b) implementing a mandatory leadership and change management training for senior managers;
- c) continuous capacity building for employees;
- d) enforcing of rewards and sanctions regime; and
- e) strengthening partnership and collaboration among government ministries.

### **Mozambique**

In June 2001, the government launched the strategy for public sector reform for implementation in two phases: 2001–2005 and 2006–2011. The fundamental objective of the reform is to improve the quality of services, to professionalise the public service, improve financial and public resources management systems and promote good governance and integrity in the public service. Government found it critical to strengthen practices regarding performance management and decided that a new performance management system was necessary for the Mozambican public service. The performance management system is aligned to the main country programme instruments: Agenda 2025; the government five-year plan; the Action Plan for the reduction of absolute poverty; the mid-term fiscal scenario; the state budget; the strategy for public sector reform and the yearly economic and social plan.

A key feature of the PMS is that performance agreements target, initially, senior officers, and a decision was made to implement the system gradually and to continue to improve it. In the Mozambican

context the PMS is seen as a tool to professionalise the public service, to improve service delivery and to attain sustainable economic and social development.

To ensure ownership and success of the system, the design was led by the Higher Institute of Public Administration (ISAP), that is responsible for training senior civil servants. (ISAP) will also develop the capacity of public servants on PMS to facilitate its roll-out. Effective communication to all stakeholders is also seen as a critical success factor.

## **Nigeria**

The Nigerian government has passed through nine reforms and is now starting on the tenth. A major component of the reform programme is the need to transform the Nigerian public service into a performance and results-oriented service. Some key features of the Nigerian performance management system include periodic ministerial press briefings at stakeholder fora to enable stakeholder assessment of the achievements of various ministries, and monitoring of project implementation and annual institutional performance reporting. Individual performance appraisal is considered to be subjective and focused on promotion rather than on measuring outcomes as it excludes performance assessment of Directors and Permanent Secretaries.

The key challenges are that:

- a) the current system of performance appraisal is inadequate to instil a culture of high performance in the public service;
- b) the framework for assessing and monitoring performance is neither comprehensive nor objective as it does not focus on performance planning and improvement;
- c) human resource management is poor due to the lack of a robust performance management system; and
- d) there is poor integration of strategic national priorities and goals to the goals and objectives of organisations and individuals.

As a way forward, the current reforms in the Nigerian public service have accorded priority to the institutionalisation of a new performance management system in the public service for the realisation of the strategic development goals and aspirations of the nation, as well as corporate and individual goals. In order to institute the new integrated performance management system a number of measures have been put in place. These include:

- a) developing a National Strategy for Public Service Reform;
- b) enhancing the capacity of ministries, departments and agencies;
- c) reforming the human resource management system;

- d) strengthening the institutional framework for driving the new performance management culture across the public service; and
- e) integrating the African Public Service Charter's key provisions in the ongoing reform programme, among other things.

# **EXPERIENCES IN PERFORMANCE MANAGEMENT IN COMMONWEALTH AFRICA**

## **Plenary Discussion**

**Chairperson: Mr Joe Issachar  
Head of the Civil Service, Ghana**

In the plenary discussion, Heads identified some success factors to performance management in the public service which included high political commitment, a strong political-administrative interface, professionalism, and the need to leverage on ICT. Heads also agreed on the need to manage performance strategically and to ensure that the Head of Public Service provides the strategic leadership that is required for PMS to be successfully implemented and yield the intended results. Heads discussed issues pertaining to how to persuade politicians to buy into performance management, and indeed any reform initiative. It was proposed that the leverage point for a Head of Public Service is to identify a common burning platform with politicians. For example, Cabinet Secretaries are supposed to ensure that all ministries are performing and delivering. On the other hand, Cabinet Ministers as a collective are expected to prove to the nation that their government is performing.

Heads noted that the public sector borrows many private sector methodologies and tools, such as the Balanced Score Card, in the implementation of performance management. Some were of the opinion that not all the tools and methodologies were appropriate to the public sector given the nature of its work. While acknowledging the distinctiveness of the public sector from the private sector, the general consensus was that the two sectors could learn from each other. However, it was important to be able to adapt borrowed methodologies and tools to the context in which they are being applied.

On the issue of where PMS coordination should be located, the consensus was that it should be the responsibility of either the Office of the President/Prime Minister, with leadership provided by the Head of Public Service, or the Ministry of Public Service. The critical success factor is the capacity of those driving the process and the political

leverage of the office leading it.

In conclusion, Heads agreed on the need to address the prerequisites of performance management in a systematic way and the need for Heads of Public Service to play a strategic role in fostering change and ensuring accountability at all levels. For this to happen, Heads of Public Service have to be credible and professional.

## **INTEGRATED PERFORMANCE MANAGEMENT FOR RESULTS**

**Chairperson: Mr Frans Kapofi, Secretary to the Cabinet,  
Government of Namibia**

**Discussants: Strategic alignment: Mr Eric Molale, Principal  
Secretary to the President, Government of Botswana**

**Alignment to the Budget: Mrs Hemalata Boollell, Director,  
Ministry of Finance and Economic Development,  
Government of Mauritius**

Mr Eric Molale, Principal Secretary to the President and Head of Public Service in the Government of Botswana, shared the experience of Botswana on integrated and results-oriented performance management. His presentation underscored the importance of “Strategic Alignment”. Botswana developed Vision 2016 with seven pillars:

- i. an educated and informed nation;
- ii. a prosperous, productive and innovative nation;
- iii. a compassionate, just and caring nation;
- iv. a safe and secure nation;
- v. an open, democratic and accountable nation;
- vi. a moral and tolerant nation; and
- vii. a united and proud nation.

Mr Molale provided a framework used by the Botswana Government to cascade the vision to ministries, departments, up to employees. He stated that integrated results-based management had been implemented within six months. Systems thinking had also been introduced to assist in integrating inputs, processes and outputs.

In addition to having an integrated planning framework in place, there is also horizontal integration of plans to the budget. Programmes are integrated from national to local levels through well-established consultative processes. In Botswana, consultations on policy initiatives start with the Village Development Committees, which are advised by local level extension workers from the civil service (village extension



team). There is also a high-level consultative council chaired by the President. The development of Botswana's Vision 2016, for example, was a two-year consultative process. Community gatherings led by the chief were held, providing an opportunity for everyone to have their say. Through this process everybody bought into the national vision. All this is done to ensure that there is an integrated and participatory approach to the articulation and achievement of results.

In response to questions regarding how the Botswana public service managed to adopt the balanced score-card approach to performance measurement, Mr. Molale said that although capacity development is expensive, the government invested extensively in capacity building to ensure that public servants at different levels, particularly leaders, acquired the relevant competences to effectively implement the integrated performance management system that was being introduced. The Botswana Public Service has a ten-year leadership development programme that was developed on the basis of benchmarking leadership styles in successful companies. It was easy to adopt the balanced score-card approach because of advanced leadership training. Placing reforms in the Office of the President, with the Head of the Public Service providing oversight, had helped to move the reform process forward.

Mrs Hemalata Boollel, Director, Ministry of Finance and Economic Development, Government of Mauritius, shared the experience of Mauritius on alignment of the budget to performance management through the Performance Based Budgeting (PBB) system. She asserted that a major public sector reform initiative introduced in 2006 implemented:

- a) a performance management system aimed at building and sustaining a performance culture in the public sector and modernising the public service for improved delivery of services; and
- b) programme-based budgeting aimed at linking policy, budgeting and implementation.

In the Mauritian context, PMS and PBB are aligned in the sense that PBB facilitates the setting of organisational targets which are cascaded to individual employees through the performance management system. Both aim at improving performance, effectiveness and efficiency across the public service.

The major challenges experienced in the course of implementing both initiatives have mainly been discrepancies in the terminology and concepts used, which can sometimes confuse people; inconsistency in the design of programmes and sub-programmes has made measuring the performance of key institutions related to the budget difficult; many

PBB indicators were not measurable and could not be used to measure individual and team performance which was critical for organisational performance, capacity constraints and staff not being aware of PBB objectives.

As a way forward, the Government of Mauritius is putting in place a number of measures to enhance the integration of PBB and PMS for public sector effectiveness and improved service delivery. This includes harmonisation of terminology and concepts used in the two initiatives.

## **MAKING PERFORMANCE MANAGEMENT WORK: CRITICAL SUCCESS FACTORS**

**Chairperson: Mr Joe Issachar, Head of the Civil Service,  
Government of Ghana**

**Discussant: Prof Richard Levin, Director General,  
Department of Public Service Administration (DPSA),  
Government of South Africa**

Prof Richard Levin, Director-General, Department of Public Service and Administration, Government of South Africa, led the discussion. Prof Levin requested Heads to reflect on the conditions that will enable countries to effectively implement SPM so that they can yield the intended benefits. He stated that although in most countries top management is driving the process, non-compliance at the lower levels was still holding back real progress. He emphasised the need to distinguish between basic compliance (e.g. signing of performance agreements) and qualitative compliance (when compliance adds value). Qualitative compliance involves a change of mindset in favour of results-oriented performance.

Critical success factors may be grouped into four categories: integration; political conditions; subjective factors; and popular/community participation. Under integration, it is critical to link SPM with: the planning and monitoring and evaluation systems and processes, including the long-term vision, medium-term plans and annual plans, and the budgeting cycle and processes; service delivery improvement plans (service charters); human resource management policies and practices (performance-related pay); and information technology (as a mechanism for strengthening performance management).

The second area is political conditions for success. The Head of Public Service has to play a strategic role in the process of institutionalising performance management across the public service. Political buy in and support from the executive at all levels (Head of State, Ministers, etc.) are also critical and political leaders should be the leading change agents.

Subjective factors include the commitment to qualitative compliance as

opposed to paper compliance; avoiding using performance agreements as a vehicle towards performance-related pay since it can undermine the credibility of the entire performance management system; the need for leadership at all levels of the system to champion the desired change; change management, particularly in attitudes and behaviours that do not secure results; and building the necessary capacity (technical and administrative). It was emphasised that in the process of implementing performance management, the basics of administration (public service ethos) should not be lost. Continuous learning and improvement are also important.

Under popular and community participation, Prof Levin said that SPM is aimed at improving service delivery. The people on the ground need to be aware of the ways in which they would like services to be delivered. A different kind of skills set is required to achieve this.

### **Discussion**

Heads acknowledged that changing the mindsets of public servants to ensure that the public service becomes responsive to the needs of the citizens instead of being internally focused is fundamental for improving public service delivery. Public service processes need to be customer-focused and business process re-engineering to improve service delivery is important. Heads also agreed that performance management should not be used for punishment, but should be an instrument for improving performance. A conducive working environment should be created in the public service in Africa to enable people to perform well.

## **PERFORMANCE MEASUREMENT: EXPERIENCES AND CHALLENGES**

**Chairperson: Mr Sandile Ceko, Secretary to the Cabinet,  
Government of Swaziland**

**Discussant: Mr George Yambesi, Permanent Secretary,  
Public Service Management, Government of Tanzania**

Mr George Yambesi, Permanent Secretary in the Office of the President, Government of Tanzania, discussed experiences and challenges in performance measurement in the public service. Tanzania has a performance management framework incorporating planning, implementation, monitoring and reporting, and performance reviews. Performance management is legislated. The Public Service Commission monitors compliance.

Service delivery surveys are conducted every three years and inform strategic planning. The costs of conducting these and perceptions of public servants regarding the surveys are challenges. Some defensive reactions to ratings are part of the change management process. Self-assessments are also conducted in which staff assess the strengths and weaknesses of their management. However, staff do not always point out areas for improvement. All institutions now have strategic plans with outcome indicators under each objective.

An open performance review and appraisal system consists of a performance agreement on which the employee is assessed twice a year. The results are used to make informed decisions on promotions, training and development. Client service charters define service standards of institutions, the rights and obligations of their clients and complaints mechanisms. There is a need to empower the public to hold institutions to account for any shortcoming of their declared service standards.

Monitoring and evaluation systems are in place. Institutions prepare a results plan with indicators, data, means of data collection, indicator reporting frequency and responsible component. Evaluation studies are conducted by independent consultants. Six formal reviews are conducted during the three-year period of the strategic plan. These track and measure progress on implementation. Recently, awards have been

introduced for the best-performing institutions as part of Africa Service Delivery Day.

Challenges include compliance with signing of performance agreements; the implementation of the PMS has been very costly; some institutions have not been evaluating their strategic plans at the end of the cycle; and most mid-year reviews are focused on financial matters. Initial targets set were either over-ambitious or were too easy. The response is to link performance measures with incentives, rewards and sanctions, awareness-raising, capacity building, simplification of the tools and guidelines, and linking the results of PM to organisational learning.

### **Discussion**

There is no assessment for top managers in Tanzania. Pay is not yet linked to performance. This is because salaries are still low and it will be necessary to begin with a generally applicable enhancement of pay. Service charters can be powerful tools as they allow the people to raise their voices against poor services delivery. In Botswana, radio programmes are also used to obtain feedback from the people. In Kenya, the people and civil society are involved in the development of service standards and the best and worst performers are publicised in the media.

It was suggested that the subsets of the various reforms should become complementary. Client service charters and rewards must have a common goal. When you change the law to implement performance-related promotion, then you need to set performance standards and develop a rewards menu.

The role of Public Service Commissions (PSC) needs to be strengthened in some jurisdictions, especially where they are involved in human resource administration such as recruitment, selection, promotion, disciplining. In some jurisdictions, the role of the PSC has evolved to become the custodian of standards; guardians against corruption and irregularity; or an appeal body. Some countries have a Public Service Act which regulates human resource management issues in the public service. Some countries have introduced performance management systems through legislation.

### **Session for Heads of Public Service**

#### *The Role of the Head of Public Service in Creating and Institutionalising a Results and Performance-Oriented Public Service*

In their session, Heads re-affirmed the importance of the Forum as a good learning platform that adds value to the role of Heads of Public

Service in leading the transformation of the Public Services in Africa. They also re-affirmed the need for the Commonwealth Secretariat to continue organising and facilitating this Forum annually. They commended Dr. Olowu for his well-researched, informative and well-presented background paper.

Heads candidly discussed issues relating to the strategic role that they have in ensuring that government policies and programmes are effectively implemented and services effectively delivered across the public service, and what needs to be in place for them to discharge their role effectively. Heads agreed that it was necessary for capacity in their offices to be strengthened through having a team of strategic thinkers and analysts to support the work of the Head. Some indicated that they have policy units and/or public sector reform units which perform this role.

Heads also acknowledged that they have a privileged position which enables them to link politicians to public officials. They agreed that they needed to exercise their leadership to ensure that performance management delivers the intended results by ensuring that they obtain the necessary political buy in and involvement on the one hand and on the other get all public sector institutions to take the necessary action.

Heads also discussed the role of MDIs and agreed on the need for MDIs to be more involved in policy development processes and reform design for them to have adequate understanding of government policies and priority programmes and the implications for capacity building so that they can design and deliver relevant capacity building programmes to enable public servants to effectively implement policies and programmes. Heads observed that currently the interface between the public service and MDIs was weak because of inadequate contact between the leadership of the two institutions and urged MDIs to be more pro-active and maintain regular contact with the Head of Public Service. Heads also acknowledged that they have a responsibility to strengthen MDIs, which were created by government with the core mandate of strengthening capacity of the public service and lamented that most MDIs had digressed from their core mandate and were operating more like universities.

Heads agreed that improving human resource management was critical for an effective public service and managing the brain-drain from the public service was singled out as a priority as most public institutions in Africa have lost, and continue to lose, the very people that they need to deliver their core functions.

## **Parallel Sessions for MDIs and Other Delegates**

*The Role of Management Development Institutes in Supporting Institutionalisation of Performance Management in the Public Service*

### **Feedback Session to Plenary**

**Chairperson:** Mr John Mitala, Secretary to Cabinet and Head of Public Service, Government of Uganda

The MDI group reported back on their discussions. They agreed that MDIs were responsible for the delivery of quality training products, albeit that they have not always been viewed by governments as the provider of choice. MDIs would like to play a role in the development of policy. MDIs are close to the centre of government and understand the machinery of government. Political support and buy-in are important. MDIs can assist with change management for the introduction of performance management systems. First-hand information is received during training which can be fed back into the policy-making process. Commonwealth assistance is also sought to develop a toolkit to assist with the implementation of the PMS and creating opportunities for networking.

The other delegates reported back on their discussions. They discussed the need for MDIs to be empowered through: institutional re-engineering; providing leadership that is credible and able to understand the issues; dialogue between the MDIs, civil servants and the political leadership, using the framework of performance management; networking and dialogue between MDIs and universities; considering advantages that can be obtained from regional institutions; more involvement of MDIs in policy-making; discarding training programmes that have become obsolete; designing accreditation criteria for appraisal MDIs; and involving MDIs in data management within the framework of SPM.



# **STRATEGIES FOR ACCELERATING IMPLEMENTATION OF PERFORMANCE MANAGEMENT INITIATIVES IN THE PUBLIC SERVICE IN COMMONWEALTH AFRICA**

**Chairperson: Mr Tlohang Sekhamane,  
Government Secretary, Government of Lesotho**

Mr Sekhamane listed the issues that potentially inform strategies for effective institutionalisation of performance management. They included capacity-building; attracting and retaining skills in the public service; using ICT; political support and political-administrative interface; the role of public service commissions; popular participation; integration of PMS with other reforms; and interfacing of MDIs and public service.

## **Discussion**

In a plenary discussion, Heads generated the following strategies that they agreed were critical for improving performance of the public service.

### **Capacity building**

- Focused leadership training
- Policy, programme and project formulation, implementation, monitoring and evaluation capacity
- Results-based management competencies
- Modernisation of the human resource function

### **Attraction and Retention of talent**

- Introduce and effectively manage incentive packages that are aligned to the market value and the skills that people bring to the job
- Conduct staff exit interviews
- Make the working environment conducive and make job descriptions challenging and stretching
- Empowerment through continuous up-skilling and job enlargement to improve job satisfaction and support retention

## **Information and Communication Technology and Knowledge Management**

- Need for an integrated approach to information management
- Promote e-government
- Increase investment in ICT training on a continuous basis to keep pace with technological advances and make ICT a mandatory competence for civil servants
- Enhance the utilisation of ICT at service delivery points to reduce the turnaround time

## **Public Service Commissions**

Heads noted that if performance management is to yield the intended benefits, the role of public service commissions needs to be examined and reviewed since they play a critical role in the recruitment and disciplining of staff in the majority of jurisdictions. While acknowledging that different countries have different arrangements for public service commissions, the general consensus was that most public service commissions are not as effective as they should be and can therefore be a stumbling block to performance improvement initiatives. Heads agreed that there is a need to review public service commissions so that their operations are kept in tandem with the demands of the new approach to performance management being introduced and implemented in a number of countries.

## **Management Development Institutions**

- There is a need to capacitate MDIs to enable them to provide the quality of services that the public service requires in view of the deterioration of the standards of services of most MDIs which are failing to attract senior public servants to their programmes
- MDIs should offer their services to government at commercial rates to ensure their sustainability
- MDIs should modernise their institutions and invest in digital training facilities.

## **FEEDBACK ON ACTIONS TAKEN BY COUNTRIES, STRATEGIES AND WAY FORWARD**

**Chairperson: Ms Jacqueline Wilson, Director,  
Government and Institutional Development Division,  
Commonwealth Secretariat**

Ms Wilson thanked everyone for their active participation in the Forum and reiterated that the Commonwealth Secretariat would continue supporting the Heads of Public Service Forum and implementation of recommendations agreed in the Forum.

Mr Dunstan Maina, Regional Adviser East Africa, presented a summary of actions undertaken after the Forums in Mozambique (2008) and South Africa (2007), as well as other interventions that the Governance and Institutional Development Division is implementing to support member countries in public sector development, as follows:

- Capacity building interventions in performance management which include:
  - a) an annual regional performance management forum of senior officials responsible for coordinating the installation and institutionalisation of performance management in the public service. The forum enables participants to share experiences and identify solutions to common challenges and strategies accelerating the institutionalisation process;
  - b) an annual performance management training programme, which has been institutionalised at the Kenya Institute of Public Administration, aimed at developing competencies among practitioners that are involved in installation of performance management systems in their respective public sector institutions from across the region; and
  - c) in-country training interventions to support performance management installation, e.g. in Seychelles and in Lesotho.

These programmes are delivered in collaboration with MDIs as a way of building their capacity. The Kenya Institute of Management and the Seychelles Institute of Management have benefited from this process.

- Work on the documentation of case studies on decentralisation was in progress with four countries (Tanzania, Botswana, Mozambique and Cameroon) participating and more countries are urged to submit their country papers. The Secretariat was ready to commission case studies on performance management but only two papers had been received so far and no paper had been received on leadership development. Heads agreed that the papers that countries presented in this workshop were sufficient to form the basis for documentation of performance management case studies. Heads were reminded that validation of the papers was necessary to ensure objectivity and credibility of the case study publications.
- Action on ethics and accountability had begun. For example, an in-country programme was held in the Gambia and plans were under way to conduct a regional workshop that would help to generate action plans for various countries and the kind of support that the Commonwealth Secretariat can provide to member countries in this area.

Much progress had been made on the Africa Village online initiative. The Tanzania Global Development Learning Centre had been engaged to facilitate the design and development of the web, content and the necessary requirements and its subsequent launch.

In addition to the presentation by Mr Maina, Ms Wilson appealed to Heads of Public Service to submit papers on performance management and leadership development so that validation and case study documentation can continue. Heads agreed that for performance management, the Secretariat should use the same papers that were submitted for the Forum. Ms Wilson also informed the Forum that a Commonwealth Partnership Platform Portal (CP3) sponsored by India would be set up to allow networking among countries and digitise the work environment so that knowledge may easily be shared.

## **ADOPTION OF COMMUNIQUÉ AND WAY FORWARD**

The Forum adopted a Communiqué, the full text of which is annexed to this report.

The Government of the Republic Cameroon, through its delegation, offered to host to the Seventh Forum of Commonwealth Heads of African Public Services. The offer was unanimously accepted by the delegates and the country was confirmed as the host for the 2010 annual Forum.

The Forum agreed that the theme for the 2010 Forum of Commonwealth Heads of African Public Services would be: *“Managing and integrating public service reform in an era of global economic crisis”*.

## CLOSING CEREMONY

Ms Jessie Esparon, Principal Secretary, Department of Public Administration, Seychelles, thanked the delegates for the fruitful discussions and invited them to enjoy the country before they departed.

In thanking the Government of Seychelles, Ms Jacqueline Wilson, Director, Governance and Institutional Development Division, Commonwealth Secretariat, expressed the delegates' great satisfaction for the welcome and care that they received from hosts.

Ms Wilson also thanked the Heads of Public Service for their attendance and fruitful participation. She noted that amongst the delegates there was the President of AAPAM, a sign of the capacities that exist amongst the delegates. In commenting on the deliberations of the conference, Ms Wilson hoped that their experience was helpful for the heads of the MDIs in attendance. She acknowledged the contribution of Dr Olowu, whose paper provided the platform for the discussions. She pointed out that case studies would flow out of these deliberations which would provide lessons for the Commonwealth throughout the world. Ms Wilson expressed her appreciation to Ms Esparon and thanked the Government of Cameroon for offering to host the next Forum.

In her closing address, Minister MacSuzy Mondon, Minister for Employment and Human Resources Development, Government of Seychelles, stated that she was pleased that the Forum had provided the opportunity for all Heads of Public Service to share experiences on the approaches being used in the various countries to institutionalise strategic performance management in the public service to include lessons learnt, challenges faced and the way forward. She expressed her hopes that fruitful deliberations had taken place, focusing on a wide spectrum of critical issues and concerns that would enable the creation of a performance management culture across the public service in Africa.

The Minister spoke of the importance of the public service in national development citing the example of how, at global level, it was the public service that bailed out the private sector. The Minister applauded the fact that consensus had been reached on the key factors for performance management to take place, notably, a common platform, political commitment and stakeholder participation in ownership of sound management practices with the right behaviour and attitudes of employees towards performance management.

The Minister, in addressing the Heads of the Public Service, emphasised the importance of the role they have to play to ensure that the public service is transformed into accountable, performance-driven entities that provide for better service delivery and productivity gains that would help in generating the opportunities for wealth creation. She appealed to them not to forget to continuously search for innovative solutions to better manage public resources and provide for cost-effective services.

In referring to the global pressures on the public service to improve service delivery as a principle of good governance, as a measure to attain the millennium development goals and as a factor of eradicating poverty, the Minister stated that implementing public service reforms was unavoidable if African countries were to meet emerging challenges, albeit, under austere measures.

The Minister urged all delegates to take time to examine whether their public services have been restructured for the best, and whether they have built up the human capacities to deliver on reform initiatives and put in place an enabling environment that permits effective performance management to take place, otherwise, all their efforts would be in vain.

The Minister appealed to the heads of Management Development Institutes to develop and deliver quality training programmes, including change management that would go a long way in facilitating the introduction of performance management systems. She also called on them to play a role in educating all stakeholders on the importance of performance management and the need to sustain such reforms, as well as the need to assist the public service with research and data management.

The Minister concluded by thanking the Commonwealth Secretariat and Heads of Public Services for their unfailing support towards the Forum, for making the Forum a successful reality, and for the commitment in spearheading the acceleration of a performance management system that is suitable for public services in Africa. Minister Mondon officially declared the Sixth Forum of Commonwealth Heads of Public Service closed.

## **Sixth Forum of Commonwealth Heads of African Public Service**

### **COMMUNIQUÉ**

The Commonwealth Heads of African Public Service Forum held its sixth Forum in Mahe, Seychelles under the theme “Managing and measuring performance in the public service in Commonwealth Africa” to:

- Create a common understanding of strategic performance management in the public service;
- Share experiences on the approaches being used to institutionalise strategic performance management in the public service, including the progress made, challenges faced and lessons learnt;
- Propose strategies for accelerating institutionalisation of performance management in the Public Service in Commonwealth Africa; and
- Reach agreement on the role that Heads of Public Service ought to play in institutionalising performance management in the public service.

The Heads of Public Service recognised that:

1. Performance management is central to the achievement of national development objectives;
2. Countries are at different levels of implementing public sector reforms, including performance management systems;
3. Performance management systems should be on-going and adapted to individual country circumstances;
4. Strategic performance management takes time, resources and change management strategies; it requires the involvement of different stakeholders, including politicians and citizens;
5. The public service commissions are strategic partners in ensuring the effectiveness of the public service;



6. Management Development Institutes (MDIs) have a critical role to play in developing capacity in the public service;
7. Effective knowledge management and information management are critical for the success of performance management;
8. While there is some degree of compliance to performance management by way of signing performance contracts, there is need to strengthen compliance for effective delivery of results.

The Heads of Public Service reaffirmed their role in creating and institutionalising a results and performance-oriented Public Service and resolved to play a leadership role in:

- Developing a comprehensive and all-embracing approach to strategic performance management across government;
- Ensuring that government policies are translated into action and in the implementation of performance management;
- Advising heads of state and the political leadership at large on policy matters and winning their support and involvement in performance management;
- Exercising power and influence and establishing leadership in all centres of authority to promote strategic performance management;
- Combining leadership and tact to identify and address gaps that undermine effective performance of the public service;
- Ensuring integration of all public sector reform efforts;
- Ensuring alignment of the planning, budgeting, monitoring and evaluation systems and processes;
- Integrating and aligning key strategic objectives with operational measures;
- Building capacity and a disciplined workforce and through engaging the MDIs;
- Establishing a programme and setting targets through service standards, charters or compacts;
- Ensuring broader public participation through parliament, civil society and community consultation; and
- Ensuring effective strategies for attracting and retaining talent in the public service.

The Heads of Public Service reaffirmed the crucial importance of the Forum and the need to continue meeting annually to maintain dialogue and learn from their diverse experiences.

The Heads of Public Service agreed that “Managing and integrating public sector reforms in an era of global economic crisis” should be the theme for the next Forum.

The Forum expressed its appreciation to the host country Seychelles and the Commonwealth Secretariat for organising the Forum, and thanked Cameroon for agreeing to host next year’s Forum.

Mahe, Seychelles 15th July 2009

# APPENDIX I

## KEYNOTE ADDRESS

**Mr Joseph Belmont**  
**Vice President, Republic of Seychelles**

Ministers,  
Heads of African Public Services and Cabinet Secretaries,  
Principal Secretaries,  
Distinguished Participants,  
Ladies and Gentlemen:

Seychelles is honoured to be hosting the 6th Forum of Commonwealth Heads of African Public Services, together with the Commonwealth Secretariat, on the theme “Managing and measuring performance in the public service in Commonwealth Africa” a theme which Heads of Public Services adopted at their 5th Forum held in Mozambique last year.

On, behalf of the government and the people of Seychelles and on my own behalf I would like to warmly welcome you to our country. It is my sincere hope that your stay here, though short, will be a pleasant and memorable one.

It is a pleasure for me to be addressing such a distinguished group of people from the public services of Commonwealth Africa who are tasked with steering our public services to deal with the complex and some very unprecedented issues arising in today’s global economy. In the last decades, the globalization of economies, together with the adoption of the New Public Administration model, have ushered in deep changes in the organisation and management of our public service organisations. At the 12th African Union Summit in February 2009, the IMF informed that the recent global financial crisis will not spare Africa. Therefore, once again, the world economic recession only adds to the economic challenges already facing on our public services.

African countries are being urged to turn this recession into an opportunity and our public and private sector organisations are under pressure to sharpen their competitive edge, maintain a technological advantage, reduce costs and at the same time satisfy our citizens and clients as well as demonstrate values of good governance. This can only be achieved through an efficient and accountable public service.

All the government represented in this room today wish to deliver better, modern public services. Wide-ranging reforms of our public services based on the New Public Management paradigm, which focused on delivering market-inspired results and was primarily concerned with efficiency and performance have met with some success. We all agree though that past efforts remain inadequate in the face of contemporary challenges. We are all in favour of performance measurement and the focus on efficiency and performance in the public sector. Performance measurement systems in the public sector provide a basis for organisations to assess how well they are progressing towards their predetermined objectives, to help identify areas of strengths and weaknesses, and decide on future initiatives, with the goal of improving organisational performance. However, performance measurement is not an end in itself, but a tool for more effective management.

Countries approach performance management issues from a wide range of perspectives and for many different reasons, including country-specific conditions, but we all want the same outcome, which is better performance – and, in this regard, we are told that the key is performance measurement.

Countries that have adopted performance management systems are said, by and large, to have experienced remarkable transformation resulting in positive economic growth, with accompanying improvement in the performance of public sector organisations. AAPAM reports that the implementation of these systems and procedures in African public services seems to have improved decision-making within governmental institutions and made them cost and value conscious.

While the trends are no doubt encouraging, the implementation of various forms of performance management systems in the public sector is not without its challenges and I would like to highlight some of them here:

1. Public sector organisations are being increasingly criticised for putting too much emphasis on financial controls as well as suffering from excessive proliferation of performance indicators.
2. There are concerns on the weakening link between the managers and employees of public sector organisations. Managers are becoming more focused on obtaining immediate results, which may conflict with the long-term goals of our public sector institutions.
3. The implementation of performance-based management has not been fully integrated in most cases. Few countries have linked formal processes of rewards and penalties to the achievement of targets. Even fewer have integrated performance in the budgeting processes.

4. Another important challenge for the adoption and implementation of performance management systems within the public sector is the capacity to evaluate and manage the knowledge and intangible resources.

Despite these challenges, our public services are actively engaged in performance management and measurement. But do they really use these measures in any way that might actually feed back to improve performance? This is a question that I would like to leave to Heads of Public Services to reflect on during their deliberations.

In order to make an organisation effective, performance management must be able to make the transition from measurement to management. It must also be able to anticipate the changes needed in the strategic direction of the organisation and have a methodology in place to effect strategic change.

Add to this, the challenges of measuring performance in the public service: Government performance is a balancing act between different types of performance: economic, political, democratic and social efficiency. A lean and purposeful government needs at the same time to safeguard fairness and honesty but its organisation must be robust to survive and adapt to crises. All these have differing timeframes and call for different management techniques.

In an attempt to address performance measurement in the public sector, various models of measuring performance originally developed in the private sector, have been presented as possible solutions. Experience has shown that there are issues unique to the public sector, and performance measurement systems cannot simply be an adaptation of private sector measurement theory.

In order to make sound decisions, motivate public servants and serve the citizens better, we need to take into account the different facets of the challenges inherent in implementing performance measurement and management systems.

To improve performance, we need to build a culture of continuous improvement and personal development among all public sector employees, including the leaders and managers. Leadership is critical in this endeavour.

This Forum has the potential to make a very important contribution to the development of our public sector in Africa as it provides Heads of public services in Commonwealth African countries with an opportunity to examine and acknowledge the significant similarities of the reform

issues across the diverse countries represented in this group. As you examine the common challenges that you all face and share country experiences and innovative responses you may be able to find practical solutions to the challenges facing African public services.

I would like to commend the Commonwealth Secretariat for using its influence on the continent to move along the transformation of public services in Commonwealth Africa and for once again supporting this sharing of experiences amongst our African public services. We look forward to your continued support. We acknowledge the work being done by our regional organisations and salute the efforts of AAPAM in this regard.

I would like to conclude by stressing that the performance management movement in the public sector is irreversible because it forms the basis for the transformation of public sector organisations to deliver better government and better public services. As Heads of public services, you will have to continuously search for innovative solutions to allow better management of public resources and services. I urge you to use the unique opportunity presented over the next three days to reflect and reach an agreement on your role as leaders for accelerating the institutionalisation of performance management in the public service in Commonwealth Africa.

I wish you fruitful deliberations and sharing of experiences over the next three days. Also, do find some time to enjoy our beautiful island and experience the Seychellois hospitality. It is now my pleasure to declare the 6th Forum of Heads of Public Services of Commonwealth Africa officially open.

I thank you.

## **APPENDIX II**

### **OPENING SPEECH**

**Jacqueline Wilson**  
**Director**

**Governance and Institutional Development Division**  
**Commonwealth Secretariat**

Hon Joseph Belmont, Vice President of the Republic of Seychelles,  
Mr Mohammed Afif, Cabinet Secretary,  
Mrs Jessie Esparon Principal Secretary, Department of Public  
Administration Seychelles,  
All Heads of Public Service for Commonwealth Africa,  
Excellencies and Members of the Diplomatic Corps,  
My colleagues from Commonwealth Secretariat,  
Distinguished Delegates Members of the media,  
Ladies and Gentlemen:

On behalf of His Excellency Kamalesh Sharma, the Commonwealth Secretary-General, I am very pleased to welcome you all here today for the 6th Forum of the Heads of Public Service in Commonwealth Africa. We are delighted to be here in Mahe and wish to extend our sincere appreciation to the Government of Seychelles for hosting this meeting and for the warm hospitality extended to all delegates. Ladies and Gentlemen, as you know the Commonwealth Secretariat has organised annual Heads of Public Service meetings in Commonwealth Africa annually since 2004 to share ideas and experiences on critical public sector development issues. I am delighted by the high level and comprehensive turnout from across Commonwealth Africa at this meeting. This underlines how valuable these meetings have become, and I look forward to particularly productive and successful discussions in the days ahead.

We acknowledge apologies from the Heads of Public Service for Mozambique, Tanzania, Kenya and Malawi who could not join at the Forum due to unavoidable circumstances. We take this opportunity to wish Ambassador Francis Muthaura, Secretary to Cabinet and Head of Public Service for Kenya a speedy recovery. Ladies and Gentlemen, this is a momentous year for the Commonwealth as we celebrate the 60th anniversary of the modern Commonwealth, a most remarkable achievement. When the London Declaration was signed back in 1949,

King George VI praised the eight founding nations for their “*adaptability*”, “*wisdom*”, “*toleration*” – how appropriate, even now! He said that the new arrangement would “*redound to the greater happiness of millions*” – we believe it has... It was the birth of the first real international community – and of a new internationalism. The world of 2009 needs another new internationalism – a new community of values that truly recognises that all are equal – big and small, rich and poor and that all our voices must be heard.

We in the Commonwealth – with a quarter of the world’s countries – are more than a mere microcosm of that new global community. Our Commonwealth is based on equality, choice and consensus and these values are no better exemplified than in a Forum such as ours. This Forum provides a platform for networking, learning and sharing experiences in public service governance and management. This year’s theme of “Managing and Measuring Performance” was selected at last year’s meeting in view of the importance of performance management in improving public sector effectiveness and service delivery. It is even more relevant now that the world is going through one of the worst economic crises which is adversely affecting economies in developed and developing countries.

This Forum will be discussing strategic performance management in the public service, through sharing experiences and proposing strategies for accelerating its institutionalisation. I am pleased that all countries represented in this Forum are doing something on performance management. We have noted from the country papers that were submitted in advance of the workshop that our countries are at different stages of institutionalising performance management in their public services. This Forum provides a great opportunity for sharing and learning.

It has been structured in a way that will enable Heads of Public Service to share experiences on what is being achieved and the challenges being faced in the area of performance management. We commissioned a background paper which has provided insight on the genesis of performance management in the public sector and documented some experiences from other countries outside Africa, from which we can identify good practices that we can adapt to our contexts. It is expected that by the end of our three days of deliberations, Heads will have agreed on strategies for accelerating implementation of performance management in the public service. Performance management is one of the priority areas that we are working on with our member countries in Commonwealth Africa. We have regional programmes to develop capacity in this area, which include a two-week training programme that has been institutionalised at the Kenya Institute of Administration.



We also have a regional forum of senior public sector officials who coordinate performance management in the public service, which meets once a year to identify solutions to common problems that countries face in institutionalising performance management. We are also working with individual countries to institutionalise performance management in the public service. As public services everywhere grapple with the economic realities of the global financial crisis it is universally recognised that the appropriate response is increased efficiency and effectiveness.

It is heartening to see that by emphasising the need for strong and holistic performance management systems that our strategies continue to be appropriate and relevant for Commonwealth countries. As always we know that it is what gets measured, gets improved. I therefore applaud the wisdom of our collective leadership at last year's forum in selecting this theme for this year's conference. You will also recall that as a way of documenting and sharing knowledge in Africa, it was agreed at the 4th Forum in South Africa in 2007, that the Commonwealth Secretariat will facilitate documentation and publication of case studies in the areas of performance management, leadership development and selection and decentralisation. But progress has been slow because the response from member countries has not been at the anticipated level. I will provide full details of where we are during the feedback session on Wednesday.

We hope this Forum will also indicate how the Commonwealth Secretariat can further collaborate with our countries to accelerate institutionalisation of performance management in order to further reduce systemic inefficiencies that undermine productivity and service delivery. We are also looking forward to a meaningful dialogue on these issues at the Commonwealth Heads of Government Meeting in Trinidad and Tobago in November. Indeed, given these very issues and concerns it is very appropriate that the theme for the 2009 Commonwealth Summit is, "Partnering for a More Equitable and Sustainable Future".

As we look ahead to the next few days I want to acknowledge the continued high level of interest that you as Heads of Public Services maintain in this Forum. This is your Forum and I want to encourage your active participation in the discussions in the days ahead. We welcome as always our Management Development Institutes as observers to this conference. We recognise the value of your presence and apologise in advance if, in an effort to allow our Heads sufficient time for deliberations and reflective learning, that your participation in discussions is not as active as you would like.

Ladies and Gentleman, I thank you.

## **APPENDIX III**

### **CLOSING ADDRESS**

**Mrs Macsuzy Mondon  
Minister of Employment and  
Human Resources Development  
Republic of Seychelles**

Vice President Joseph Belmont,  
Director Institutional Development Division, Commonwealth Secretariat,  
Mrs Jacqueline Wilson,  
Cabinet Secretaries and Heads of African Public Services,  
Distinguished Participants,  
Ladies and Gentlemen:

It is with great pleasure that I welcome the opportunity to address you as we come to the formal closure of the 6th Forum of the African Heads of Public Service conducted under the theme “Managing and Measuring Performance in Commonwealth Africa.”

This annual event, which started in 2004 and has since been growing stronger, is the result of the close collaboration between the Commonwealth Secretariat and Governments of Commonwealth Africa. The fact that you have all travelled a long way for this occasion is proof of your deep sense of commitment and the high importance that you attach to the forum. Seychelles, for its part, is honoured to have had the opportunity to host the Forum.

I am sure you have had the opportunity to share experiences on the approaches being used in the various countries to institutionalise strategic performance management in the public service to include lessons learnt, challenges faced and the way forward. We have seen recently, at a global level, the importance of the public service given its ability to bail out the private sector. This goes to show that the public service can play a vital role in national development. In support of this, the theme chosen for the sixth Forum urges effective performance management in the public service. All Governments represented acknowledge the fact that performance management requires a common platform, political commitment and stakeholder participation in ownership of sound management practices with the right behaviour and attitudes of employees towards performance management.

During the course of the past three intensive working days, discussions have focused on a wide spectrum of critical issues and concerns that would enable the creation of a performance culture across the public service, inclusive of the role that you, as heads of public services, ought to play to ensure that the public service is transformed into accountable performance-driven entities that provide for better service delivery, and productivity gains that would generate opportunities for wealth creation.

Within all the deliberations that took place, you have surely raised the many challenges and restraining factors faced by your public services such as inappropriate frameworks, inadequate financial, technical and human resources; insufficient appreciation of contemporary developments in human resource management; weak integration of reform strategies in national development plans; and lack of ICT capacity and reliable data as well as appropriate monitoring and evaluation mechanisms.

Your presence today in this Forum, on managing and measuring performance in the public service in Commonwealth Africa demonstrates your governments' commitment to institutionalising performance management. Needless to say, governments are aware of the many challenges you have raised given the scope and cost of the process. Nevertheless, the increased global pressure on public sector organisations to improve service delivery as a principle of good governance, as a measure to attain the millennium development goals and as a factor of eradicating poverty have compelled organisations across our continent to adopt and implement public sector reforms to meet emerging challenges, often under austere measures.

I appeal to you, Heads of Management Development Institutes, to develop and deliver quality training programmes, including change management that will go a long way in facilitating the introduction of performance management systems. If you can play a role in educating all stakeholders on the importance of performance management and the need to sustain such reforms, do so. I also call on you to assist the public service with research and data management.

And to you, Heads of Public Services, as you return home full of fresh ideas on the application of performance management, do not forget to continuously search for innovative solutions to better manage public resources and provide cost-effective services.

With the ever-increasing citizens' expectations in these critical times of scarce resources, performance management becomes an important vehicle for achieving results at organisational and national levels. In affirming our collective commitments, let us make active use of this vehicle that will take us to greater heights in our resolve to accelerate the

implementation of public sector reforms that will entrench a performance-oriented culture and will bring about accountability, effectiveness and efficiency in the provision of public goods and services. Remember, you are the Heads of the Public Service, entrusted with the efficiency and continuous innovation of government making sure that national development is sustained and national wealth created.

I urge you to take time to examine whether your public services have been restructured for the best, and whether you have built up the human capacities to deliver on reform initiatives, organisational transformation and an enabling environment that permits effective performance management to take place, otherwise all your efforts will have been in vain.

It would be remiss of me to conclude without thanking the Commonwealth Secretariat and Heads of Public Services for their unfailing support towards the Forum.

I commend all actors for making this conference a successful reality and for your commitment in spearheading the acceleration of a performance management system that is suitable for our public services in Africa.

I wish everyone a safe journey home and the next host every success.

Thank you.

## **APPENDIX IV**

# **STRATEGIC PERFORMANCE MANAGEMENT IN THE PUBLIC SECTOR**

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## 1. INTRODUCTION

1. This objective of this paper is to assist African heads of civil services to come to a shared understanding of strategic performance management and its significance for the reform and revitalization of African public services and development.

It hopes to achieve this objective by:

- clarifying performance management from a strategic perspective and its significance for ongoing reforms of the public service in most African countries;
- discussing approaches and frameworks that can be and are being used in performance management and the merits and challenges associated with various approaches;
- highlighting some lessons from the experiences of countries, especially from outside Africa;
- underscoring the role of leadership in institutionalizing performance management especially in view of the challenges associated with performance management generically and especially within the African context; and finally
- suggesting some recommendations and way forward.

I begin by thanking the Commonwealth Secretariat and the African heads of civil services for inviting me to their meeting. As an academic, policy adviser and senior civil servant within and outside my country, I have come to the firm conclusion that the state and especially its critical instrument, the higher civil service, is crucial to any country's development prospects. Recent global developments have only reinforced this. It is therefore a great honour to be invited to speak to the leaders of African public services at this important meeting in this beautiful city and country.

Performance improvement is the objective of all forms of management and the effort to improve performance is in essence the history of management as practice and as a field of study. However, in the 1980s and 1990s performance management principles (which were already well developed in the private sector) were introduced into the management of public sector institutions in some developed countries. The application of performance management principles in the public sector were promoted by external aid agencies in some developing countries, although some developing countries were themselves fascinated by the claims of the success of these reforms in the developed countries and began to experiment with them as well. The results

have eventually justified the substantial investment of time, effort and resources, but in some other countries and organisations this has not been the case.

The global and epochal importance of strategic public management is captured by the following observation:

If there is any single theme that characterizes the public sector in the 1990s, it is the demand for performance. A mantra has emerged in this decade, heard at all levels of government, that calls for documentation of performance and explicit outcomes of government action...governments in the United States, Canada, Western Europe, New Zealand, Australia and in countries in Asia, Africa and Latin America have made performance measurement a core component of public management reforms. (Heinrich 2004:25).

## **2. WHAT IS STRATEGIC PERFORMANCE MANAGEMENT?**

Performance is one of those seductive terms whose meaning appears self-evident but is not when an effort is made to translate it into the basis for actual policies and practices – especially in a public sector organisation. Performance is obviously related to what is being focused – process, outputs or outcome; efficiency or effectiveness.

It is also important to note that there are two broad notions of performance management (PM) discernible in the literature. There is PM that is the strategic direction of the whole organisation, starting with stakeholder orientation and extending to planning, budgeting and management. There is a second notion that ties PM to human resource management. In the former, all activities of the organisation are subject to measurement and the preoccupation is with outcomes rather than inputs, processes or even outputs. In the latter, performance management is used mainly as a tool of human resource management.

What makes strategic performance management superior to the human resource approach is that it is both *integrative* and *strategic*.

It is integrative in the sense that it ties reforms aimed at improving performance in different parts of the government into a comprehensive whole – from political manifestoes of the ruling government to national plans and financial and human resource management – to achieve desired outcomes. It is this comprehensive approach that also makes it strategic. Strategy is defined in Penguin Concise English dictionary as ‘long term planning in the pursuit of objectives’. Etymologically, the word



is rooted in military usage to mean ‘the science and art of employing all the resources of a nation or group of nations to carry out agreed policies in peace and war’. Private sector organisations have taken on this term as a part of their arsenal in the heightened competition for product and consumer markets and especially for resources. Comparatively recently, governments have increasingly engaged this approach in revitalizing their operations and performance.

Strategic performance management (SPM) can thus be defined as a strategic and integrated approach to delivering sustained success or results or outcomes desired by the key stakeholders of an organisation by improving and integrating plans, budgets, human and other resources available to the organisation. The key stakeholders for public agencies include citizens, consumers of services and elected political office holders who are directly accountable to the public.

A strategic performance management cycle has seven (7) main steps or phases:

### **Step 1: Develop a Stakeholder-driven Strategy**

Understand:

- factors behind the pressure to improve public sector performance;
- stakeholders and the drivers of performance management agenda; and
- prioritise stakeholders and stakeholder needs.

### **Step 2: Define Strategic Performance Priorities**

These priorities must deliver the priority outcomes to key stakeholders. In particular, learn how to balance long-term goals with short-term imperatives.

### **Step 3: Choose a Measurement Framework**

- Select a suitable performance management framework to support the development of appropriate practices, processes and measures.
- Compare the pros and cons of the most commonly used performance frameworks (including the Balanced Scorecard, The European Federation for Quality Management (EFQM), Australian Excellence Model, Total Quality Management, etc).

### **Step 4: Select the Right Measures**

- Identify the key performance indicators that can be used to track outcomes and strategic goals.

- Set targeted measures at operational level to support continuous improvement.
- Use measures to benchmark results with other public sector organisations and identify new methods of performance improvement.

**Step 5: Alignment and Accountability**

- Use a performance measurement cascade to align strategic objectives with operational measures.
- Make staff at all levels of the organisation accountable and responsible for the achievement of performance goals.
- Involve staff at operational levels to ensure that measures meet both strategic and local requirements.

**Step 6: Create a Performance Culture**

- Create a performance culture where staff adopt the values, beliefs and behaviours that enables the organisation to achieve its goals.
- Apply the principles of culture change to create a climate where performance improvement becomes a way of life.
- Develop appraisal, reward and other schemes that underpin the performance culture.

**Step 7: Make Performance Improvement Sustainable**

- Build in reviews and feedback mechanisms to ensure that performance improvement is sustainable.
- Define the objectives and purpose of performance reviews for strategic and operational levels.
- Develop the processes and follow-through practices that enable the conclusions of reviews to be turned into actions.

What makes SPM frustrating for many countries and organisations is that it is not as simple as it sounds. In part, this is because developing and successfully implementing a comprehensive performance measurement system is not cheap, easy or quick. Reforms of performance-based management practices must take into consideration several issues including country context and circumstances (including administrative capacity, real problems confronting the administrative system, prevailing reforms, etc.). Otherwise the result will be (as it has been in many cases) a waste of time and resources that also create new problems without solving the existing ones.

A recent global review shows that performance management has led to some positive results in different parts of the world, but the review also

underscores some of the problems of its application (Maar 2008:8). It is important to pay attention to these issues. The study of over 1000 respondents, all central and local government officials from the United States, United Kingdom, Canada and Australia found that organisations that apply the principles of strategic performance management significantly outperform those that do not. The same report, however, highlights that many public sector organisations have performance measurement initiatives under way, but poor management of the overall process hampers their efforts.

The research further confirmed that merely having a set of performance objectives and performance measures in place does not lead to better performance. In fact, it often leads to a decrease in performance with perverse and dysfunctional behaviours such as sub-optimization, target fixation and fraud. These findings are important in a world where the use of performance measurement and performance management has mushroomed among government and public sector organisations. The research, which attracted respondents from across the globe representing central and local government bodies, as well as national health organisations, police forces, fire and rescue service organisations, courts and educational institutions in developed countries, highlighted ten (10) principles for effective performance management, which public service organisations would benefit from if they want to ensure closer alignment between everyday operations and top-level strategy. The key insights of the study include the following facts:

- While government and public sector organisations have made huge progress with performance management, implementation is often too mechanical and numbers-focused, which prevents improvements in performance.
- A skill gap in performance management analysis means that massive amounts of data on performance is collected, but little of it is actually used to provide insight and prompt actionable decisions.
- The lack of a clearly mapped strategy leaves employees confused about direction and unable to make effective decisions to improve performance.
- 68% of organisations have fabricated performance data – this means the performance management system can't be trusted and it therefore fails to provide valid input into the decision-making process, which could lead to the wrong or counter-productive decisions and resource allocation; it also means the system fails to improve public accountability and trust (See Annex 1 for the full ten main principles).

The above helps to provide the background to renewed efforts at engaging performance management reforms on the continent. This is not to discourage their adoption in any way; such reforms are sorely required as the facts on African development and public sector reforms make plain. These issues are further examined in the next section.

### **3. DRIVERS OF STRATEGIC PERFORMANCE MANAGEMENT: GLOBAL AND AFRICAN**

Several factors led to the renewed focus (especially by the early 1990s) on performance. The first is the pervasive dissatisfaction with the unresponsiveness of government employees to the public. The second was the backlash reaction of right wing governments in developed countries (especially the United Kingdom under Prime Minister (Baroness) Margaret Thatcher and in the United States under Ronald Reagan) in the early 1980s against the growing size of government relative to the economy which put pressure on public finances, leading to the adoption of what was referred to as a 'new public management' (NPM) paradigm in these countries. This spread rapidly to other OECD countries (Organisation for Economic Cooperation and Development), especially New Zealand, by the early 1990s. Thirdly, international financial institutions and donor organisations owned and managed by these countries have promoted these principles as part of their financial assistance in developing countries. The NPM paradigm promoted three core principles: *markets*, *managerialism* and *measurement* as the key to improving public sector performance.

By the turn of the century, even though the limits of NPM were already fairly known, a number of additional factors continued to orchestrate the focus on performance management in the public sector. Institutions such as the OECD and the European Union (EU) urged their members (and those aspiring to join them) to adopt strategic performance management to raise productivity and integrate previous administrative reform measures.

Other factors that led to the focus on performance management include the new democratic wave that replaced autocracies with democratically elected governments in developing and transition countries, the spread of globalization around the world and the growing confidence that poverty can be eradicated in the world in one generation. The latter led, in September 2000, to the articulation of the millennium development goals (MDGs) by heads of national governments meeting at the United Nations (UN) with the aim of reducing poverty by half by 2015 in all countries. This broad aim was expressed in expected concrete, monitorable indicators of progress. One implication of this

was that developed countries would increase the quantity and quality of their development assistance to developing countries and this was articulated in the Paris Declaration of 2005 that committed donor and recipient countries to monitorable indicators and governance reforms, including mutual accountability improvements on all sides. All of these factors brought new principles of public sector reform to bear for many developing countries, including those in Africa.

But African countries as a whole continued to face a number of serious problems on all fronts – political, social and economic even as their economies were recording some remarkable spurts of growth. The continent, even as late as 2008, had 35 of the 50 states (or 70%) that the United Nations designated as ‘Least Developed’ (UNCTAD 2008). The quality of services, and especially of their infrastructure, were in decline and worsening, especially when compared with other countries in Asia, and the rest of the developing world, not to mention the industrialized countries (Calderon 2009). Whereas the British Government’s Commission on Africa had estimated in 2005 that Africa would require US\$20 billion to achieve the UN Millennium development goals, a recent Africa Infrastructure Country Diagnostic (ACID) showed that the costs would be double this amount, \$40 billion. It is significant to note, of course, that these problems varied regionally and by country.

To improve their development prospects in the present century, African countries developed a number of responses – economic, political and administrative. Economically, they came up with a New Partnership for African Development (NEPAD), revamped the African Union (AU) and installed the African Peer Review Mechanism (APRM) that is aimed at monitoring the progress of political and economic changes in each country. This was in addition to the sustained effort at a variety of administrative reforms since they became independent. AU had adopted a set of principles aimed at combating corruption in the public service in Maputo in 2003 (African Union Convention on Preventing and Combating Corruption, Maputo). Earlier, in 2001, Ministers of Public Service across the region adopted in Windhoek, Namibia, principles of a Charter for the Public Service in Africa. The Charter affirmed the fundamental principles of the public service along Weberian lines, namely: equality of treatment, neutrality, legality and continuity.

What is relevant for our consideration are articles 8-11 that set out principles of public service modernization and in particular of performance management:

**Article 8:** Proximity and accessibility of services – public services to be organized along functional, decentralized and modern communication (e-governance) lines to make basic services available to the public.

Article 9: Participation, consultation and mediation of users through mechanisms of participation, consultation and conflict resolution.

Article 10: Quality, effectiveness and efficiency: 'The public service shall ensure that the highest quality and most effective and efficient services are provided by making optimal use of the resources at its disposal.... The public service shall make necessary adjustments that lead to better service delivery and informed by the best practices in the application of information and communication technologies.'

*Article 11: Evaluation of Services:*  
*'The evaluation of the effectiveness and productivity of services shall be based on objectives and programmes of activities defined beforehand, accompanied by performance indicators and criteria.*

*To this end, evaluation mechanisms shall be established in the public service to carry out periodic evaluations of the services offered to the public. The results of these evaluations shall be disseminated, together with the publication of the annual reports.'* (Charter for the Public Service in Africa, Windhoek 2001, italics added)

These elements were not incorporated into the reforms that took place in most parts of the continent, but SPM made the prospects of their introduction brighter. We do a review of African administrative reforms next and the significance of SPM.

#### **4. THE CONTEXT OF AFRICAN PUBLIC SECTOR REFORMS**

The earliest administrative reforms were undertaken in the 1970s shortly after independence (most African countries became independent around 1960, Sudan and Ghana in 1956 and 1957 respectively but Namibia much later in 1990). The objective of those reforms was to transform the inherited bureaucracies from colonial systems that were meant to maintain law and order in the colonies to the benefit of their colonial masters into development administration entities that could promote development. This meant efforts at increasing the scope and effectiveness of these administrative systems.

Unfortunately, the 1970s witnessed two oil shocks that sent the world into recession. Many African countries had built economic, political and administrative systems that undermined productivity and effectiveness. They became heavily indebted and were forced to undertake the second

set of reforms – liberal structural adjustment reforms that led to severe cutbacks of the public sector in the early 1980s (first wave as described above). By the early 1990s, however, it was already becoming clear that these cutback measures did not improve productivity either. In fact, they led to a serious haemorrhage of the public services instead of providing an enabling environment to unleash private sector possibilities. Indeed, African governors at the World Bank made the point that these reforms pursued quantitative (cost and size reduction) rather than the more pressing and important qualitative issues.

A third round of public sector reforms therefore ensued with the countries pushing for new public management-type reforms focused on capacity building and development to promote markets, managerialism and measurement – the three Ms noted earlier (second wave). It is useful to point out the major strengths and detractors of this new reform initiative for African countries. On the positive side, it brought relief from the cutback management associated with stabilization and Structural Adjustment Programmes (SAP) reforms. On the other hand, it failed to address the reality of the fact that neither market, democracy nor Weberian-type bureaucracies were as yet fully established in these countries. Hence, programmes of marketization (privatization, contracting out etc.) had to involve the public sector much more than were expected by its protagonists. Also the absence of interest groups that supported these reforms meant that the only protagonists of reforms were governments acting in concert with aid agencies. Finally, building capacity of the public sector to promote reforms meant undoing some of the reform programmes promoted under SAP, namely, rightsizing as against downsizing, capacity building instead of capacity retrenchment, cultural versus structural transformation, etc. By 2000, this epoch led to a fourth round of reforms focused on service delivery to the citizens as customers. The MDGs agreed by world leaders in 2000 gave new fillip to this focus on service delivery.

**Table 1: African Political Economy and Administrative Reforms**

	<b>1960 – 1980</b>	<b>1980s</b>	<b>1990s</b>	<b>2000 - 2005</b>	<b>Post-2005</b>
Political Economy Orientation	African socialism/ state capitalism- commanding heights philosophy	Structural adjustment- economic liberalism	Governance improvement	Poverty reduction & rebuilding country systems for MDGs /PD	Ditto as in 2000-2005
Prevailing Admin. Reforms	Development administration & indigenization	Cut-back management- Cost and size reduction of the public service, privatization & ommercialization	NPM, capacity building, market reforms, performance management- mainly for human resources	Service delivery, budget reforms-MTEF, budget support and donor harmonization	Strategic performance management



## **Key: MDGs – Millennium Development Goals /PD – Paris Declaration/NPM – New Public Management**

In spite of these reforms, African public services were mired in a multi-dimensional crisis of mission, internal management and performance – whether in terms of output or outcomes (Olowu 2004). The most graphic facts relate to the declining quantity and quality of infrastructures: physical (such as transportation, electricity), environmental (water, sanitation) and human (health, education, etc.). Besides, some of the states themselves had fallen into the group of countries designated as failed or in deep economic and political crisis; the World Bank referred to these as Low Income Countries Under Stress (LICUS).

In a sense, these problems were related to the weakened capacity of the state. Every state required five key capacities: *political* (creation and sustenance of legitimate public institutions), *regulatory* (enforcement of laws over whole territorial space), *technical* (expertise to formulate and implement policies using advanced analytical tools), *administrative* (routine management of personnel and finance using objective management principles) and *extractive* (mobilization of revenues to underwrite state policies, programmes) (Polidano 2000). The poor development of these five capacities defines the contours of the multiple crises of the state in Africa, although the most serious is the deficit in technical capacity (Olowu 2004, African Development Bank 2005). This limitation of policy intelligence within the state has a negative impact on all other aspects of the society and economy. Unfortunately, for most African countries, it is not only that overall state capacity is weak; there is even evidence that for many countries, state capacity has declined over time (Adamolekun 1988, Mkandawire 2001, Olomola et al. 2009). We shall return to this matter later.

Many countries, with the support of development partners, have responded by re-adopting development planning (referred to as Poverty Reduction Strategy Papers, PRSPs), budget (Medium Term Expenditure Framework, MTEF) and human resource management (pay and performance management) reforms. Whereas many countries in the region had introduced Performance Management, it was mainly aimed at improving individual, rather than organizational, performance. In many instances, the scope was quite limited because such reforms focused only on human resources management. In some cases, even in respect of HRM, it was only in respect of the top leadership (Ghana, Malawi, Tanzania). SPM provided the opportunity to seek to make performance management both *integrative* and *strategic* across the whole spectrum of reforms already adopted and being considered in the public service. Such an ambitious programme must be anchored on approaches that combine effective measurements with outcome indicators.

## 5. PERFORMANCE MEASUREMENT APPROACHES

Whereas concern with performance is as old as public administration, what is new with the current emphasis on performance management, according to one study, 'are the increasing scope, sophistication and external visibility of performance measures activities, impelled (in some countries) by legislative requirements aimed at holding governments accountable for *outcomes*' (Heinrich 2004:25)

Different types of performance information are required for assessment and they include the following:

- Input information, e.g. finance, staffing
- Process information, e.g. workload and job complexity
- Efficiency information, e.g. productivity and unit costs
- Outputs, e.g., products and services delivered
- Outcomes: intermediate or end goals, including quality assessment
- Impact information: changed and improved situation of beneficiaries

Ideally, all of the above types of information would be utilized to link performance monitoring to evaluation and performance management using analyzed information to improve impacts. But what dictates what measures would be utilized for any specific situation is the purpose or objective of the measurement. Essentially, there are eight major reasons for measuring performance (Table 2).

**Table 2: Measurement Types and Management Purposes**

<b>Purpose</b>	<b>Manager's Question</b>	<b>Appropriate Measure</b>
<b>Evaluation</b>	How well is my agency performing?	Outcomes combined with inputs and effects of exogenous factors
<b>Control</b>	How can I ensure that my subordinates are doing things right?	Inputs that can be regulated
<b>Budgetary Priority</b>	On what programs, people or projects should agency spend public money?	Efficiency measures (outcomes or outputs divided by inputs)
<b>Motivation</b>	How to motivate staff, stakeholders and citizens to do the right things necessary to improve performance?	Real-time outputs compared with production targets
<b>Promotion of Particular Cause(S)</b>	How to convince political superiors/ legislators, stakeholders, journalists that agency is performing well?	Easily understood aspects of performance about which citizens really care
<b>Celebration</b>	What accomplishments are worthy of organisational celebration?	Periodic and significant performance targets that when achieved provide a real sense of personal and corporate accomplishment
<b>Learning</b>	What is working and not working?	Disaggregated data that can reveal deviance from expected
<b>Improvement</b>	What exactly should who do differently to enhance performance?	Cause-effect data on outputs and outcomes

*Behn (2003:588,593)*

Of course, there are different measurement approaches to ensure an effective strategic performance management. The measurement approach to be adopted should be dictated by the environment and the purpose of the measurement. Needless to say, every measurement type has its own challenges. This is why different countries or groups of countries have adopted their own performance measurement frameworks – the European Federation for Quality Management, EFQM, the Australian Excellence Model, etc. These are all variants of the standard measurements – such as Total Quality Management (TQM) and Balanced Scorecard (BSC).

We provide below the key elements of BSC, together with its strengths and challenges.

The Balanced Scorecard is a strategic management concept devised by Robert Kaplan and David Norton. It uses performance measures to articulate and to track strategy implementation across an organisation. Originally applied to private sector organisations, BSC has been shown to be applicable to non-profit and especially public sector organisations as well.

The model attempts to connect four main types of perspectives for the organisation.

- **The Financial Perspective**  
Profitability (sales growth, investment return, operating income and cash flow, etc.)
- **Customer Perspective**  
Customer satisfaction, customer retention, customer profitability and market share
- **Internal Business Process Perspective**  
Existing and new processes to meet customer demand
- **Learning and Growth Perspective**  
The above reviews will reveal the areas the organisation will need to develop to be successful. The perspective measures factors relating to people, technology, procedures and systems and other factors that need to be improved or initiated.

BSC is used not only as an approach for measurement but also for strategic management of the organisation and subsequently for performance management, organisational individual staff rewards and service evaluation. BSC is a measurement system that translates an organisation's strategy into tangible objectives and measures. The latter are derived from a top-down process driven by mission and strategy – how does the organisation intend to achieve its strategic objectives? The

senior executive translates the business strategy into specific strategic objectives. These objectives must stand to one another hierarchically, and a distinction must be made between ‘tangible’ or ‘laggard’ indicators (often expressed in financial data) that are traditionally used to gauge success and the intangible assets or ‘lead’ indicators (that create value in modern organisations). The linkages between these four perspectives/indicators are crucial for all organisations – profit and not-for-profit, including governments.

BSC and the ‘strategy map’ that goes with it have become popular and have been adapted in all types of organisations because together they are a communication tool, a measurement system and a strategic management system all in one.

The strategy map is a one-page graphical representation of what must be done well in each of the four perspectives in order to successfully execute the strategy. The strategy map is thus a summary of well-defined activities that must take place for the organisational strategy to be attained in each of the four perspectives.

For governments, the crucial factor is mission success and the core perspectives can be regarded as the value-adding activities. Against these are set the strategic objectives, targets and initiatives.

Once a strategy map has been created, with concise statements of what must be done to deliver on the strategy, the next step is to create performance measures for each of these objectives. These measures help to hold the leadership accountable for achieving the objectives and ultimately executing the strategy. The articulation of the precise objectives constitutes the strategy maps, and the indicators and measurements constitute the elements of the scorecard.

And this is one crucial attribute of BSC: it puts the focus not on the strategy but on its execution. It also ensures that all activities and initiatives are aligned to the organisation’s strategy (Syrett 2007).

**Table 3: Balanced Scorecard Perspectives and Strategy Maps**

Value adding activities	Strategic Objectives	Measures	Targets	Initiatives
<p><b>Activity A</b> (Customer Perspective) e.g.</p> <ul style="list-style-type: none"> <li>• <i>Operational excellence: low price, convenience</i></li> <li>• <i>Product leadership</i></li> <li>• <i>Customer needs and orientation</i></li> </ul>				
<p><b>Activity B</b> (Internal Process Perspective) e.g. <i>Service development, one-stop shop, etc., partnering with community</i></p>				
<p><b>Activity C</b> (Employee Learning &amp; Growth Perspective) e.g.</p> <p><i>Filling gaps in employee skills, information systems, organisational climate/culture, etc.</i></p>				
<p><b>Activity D</b> (Financial Perspective) e.g.</p> <p><i>Lower costs, expand revenue sources, utilize assets effectively, etc.</i></p>				

## **6. CHALLENGES OF PERFORMANCE MEASUREMENT AND MANAGEMENT**

Four major challenges confront all organisations in implementing their performance measurement and management strategies. These are as follows:

*Vision Barriers:* Majority of the workforce is not aware of the organisational vision due to the poor communication of leadership's vision to the organisation.

*People Barrier:* Arising from weak and non-aligned incentives to the organisational strategy.

*Management Barrier:* Arising from the fact that considerable time of managers is spent focused on short-term issues rather than the longer-term issues that add value to the organisation.

*Resource Barrier:* Arises from the fact that 60% of organisations do not link budgets to strategy. Table 4 provides an insight into how BSC tackles each of these problems.

**Table 4: Balanced Score Card Implementation and SPM Organisational Challenges**

<b>CHALLENGES</b>	<b>What it is?</b>	<b>Why?</b>	<b>Overcome By</b>
VISION	5% workforce understands the strategy	Poor communication of strategy among work force	Translation of vision and strategy into specific objectives (SM) and measures, targets, initiatives (SC) forces the executive team to specify vague concepts such as superior service to 'response time to enquiries'
PEOPLE	Lack of interest of managers in strategy	Weak incentivization of strategy execution	Cascading the scorecard to all units and individuals and connecting incentives to it.
MANAGEMENT	Executive teams spend little time discussing strategy	They focus more on short term issues and new initiatives	SM/SC focuses individual and organisational learning on strategy
RESOURCE	De-linkage of strategy from budgets	Incremental budgeting based on organisational silos	Human and financial resources to achieve SC basis for budgeting

Source: Syrett (2007), Niven (2008) SM = Strategy Map; SC = Score Card



However, a number of additional problems need to be highlighted that confront the implementation of SPM, particularly in the African governance environment. Due to time and space considerations, these are summarized into seven main points.

1. *Conceptual Problems.* The first conceptual problem is the tendency to confuse performance management focused on individual performance within an organisation – an important aspect of human resource management – with strategic performance management. Moreover, there is the fact that PM rests on a theory of management that assumes that management alone is responsible for improved performance. In reality, management is actually only one of the main elements. Other factors inherent in the environment can at times weigh more heavily than managerial actions. A number of studies have documented the fact that environment is just as important as management (Boyne 2006). The advantage of SPM is that, if properly done, challenges from the environment would have been analyzed as a part of the strategy formulation processes (Johanson 2009). In African contexts, the most severe challenge is how to indigenize the concept: many reforms have failed implementation due to poor conception and (therefore) poor adaptation.
2. *Operational Challenges:* Once we accept that SPM is important and relevant, the critical challenge becomes how to implement it. The most severe of the challenges are operational problems related to indicators and measurement. Each of the measurement approaches has its strengths and weaknesses in addition to the particular challenges of measuring performance in the public sector. In most instances, as we have noted above, a combination of different types of data is needed. Moreover, while limited data casts doubt of validity on the measurements, too much data confuses the ordinary layperson in using the measures.

Unfortunately, good and up-to-date data have high costs both financially and in terms of systems and personnel. Over time, the quality of data on African public services have degenerated in spite of huge resources poured into projects that were aimed at improving personnel and systems data. There was a time (up to the late 1970s and early 1980s) when African countries regularly published their budgets and staff lists. Since then, the dearth of data or appropriate indicators has led to the use of expensive statistics drawn from different sources and in some cases expensive sources that cannot be accessed for verification in order to analyze African governance indicators.

For instance, one of the most widely used statistics on governance matters is produced as a part of the World Bank Institute's World Governance Indicators. It is used for policy purposes especially by aid-giving agencies and aid-receiving countries. But close students of the subject (see especially Pollitt 2008, citing a large number of experts in the field) have highlighted its several limitations that include the following:

- The indicators do not flow from any theory of governance that could predict how factor variables change and why.
- There is no coherent, explicit definition of governance other than as traditions and institutions by which power is exercised. This is only one suggestion among a cacophony of voices.
- There is a lack of clarity of meaning: each of the six main sets of indices is a composite measure of inputs, processes, and outcomes and these are then submerged in 'a weighted composite index of even greater complexity' (ibid).
- Accessibility and transparency of its data sources are problematic: only 140 of 310 data variables are user accessible. The data sets come from business sources and are expensive. There is no listing of all data sources from which countries can cross check.
- It is difficult to use indices to estimate changes over time, partly because the data sources change year by year.
- It shows a bias towards business and less towards citizens.
- It is unclear whom the data is for: World Bank (WB) places a disclaimer to these data, and some countries have objected to the compilation of this type of data by the Bank.

It is instructive that one of the four key indicators (there are a total of sixteen sub-indicators) used to allocate the huge aid resources (especially the element referred to as the International Development Assistance, or IDA) at the Bank is what is referred to as 'Public Sector Management and Institutions', but one of these sub-indicators, 'the Quality of Public Administration' is actually the least reliable because it is based on subjective assessments by World Bank staffers in each country, especially in the absence of objective indicators (see World Bank 2006). A related WBI indicator, Kaufmann and Kraay – on bureaucratic capability – uses 'doing business' and 'investment climate' perception indicators and in-country statistical capacity.

Beginning in 2007, a Sudanese wealthy businessman (Mo Ibrahim) based in the United Kingdom initiated the African Governance Index

(AGI), which is expected to tackle several of the above-mentioned problems. Its governance indicators are based not on subjective perceptions but on objective indicators of *actual performance* by governments on a set of 5 categories, 14 subcategories and 55 sub-subcategories. Unfortunately, it also suffers from the same problems as the WGI. Its definition of governance is the deliverance of political goods (performance). But a close inspection shows that, although performance is supposed to be the Index's main focus, its indicators also include processes (e.g. international sanctions, number of days it took to settle a dispute, pupil/teacher and doctor/population ratios, etc.) Some of the data are based on perception (e.g., property rights index, business environment, e.g., how many days it took to start a new business). Curiously, the countries of North Africa that seem to have done well in respect of governance but not democratic rights are excluded, and the data reliability is quite questionable. AGI is indeed more comprehensive than WBI, however, data for a range of issues are missing for many years for many countries. In one particular case, the data on tarred roads fell by 10,000 in RSA for 2006, and the authors decided to ignore it. As is to be expected, the report gives a glowing report of governance improvement in Africa. More importantly, these indices leave out the most critical issues: the effectiveness of policy processes at the national and local government levels, and the supply and demand forces that keep them ineffective.

3. *Political Leadership*: The success of any administrative reform hangs on the ready support by the political leadership. However, for SPM, it is almost nearly impossible to even introduce it, not to talk of sustaining it, without sustained political support. This is why it is precisely those countries – within and outside Africa – that have managed to have the political leadership lead the process that have recorded success. This is because of its strategic and inclusive nature. Besides, such support also ensures that other negative factors such as cultural sensitivities and resistance to the reform from various quarters that are apprehensive of change for subjective and objective reasons can be placated or neutralized.
4. *Reform Fatigue*: Many countries are already reform weary. As already analyzed above, every political economic phase has come with its peculiar administrative reform demands. For many countries, there is therefore a feeling of *déjà vu* when another reform is being bandied around. This is particularly so because the feeling is that there is no effort to either seriously discuss these reforms before they are introduced. In many countries, the reforms were essentially a part of conditionality for financial assistance to struggling economies that have not been able to raise development

expenditure, and, in some cases, even their recurrent or overhead expenditures. Cash-strapped, such governments welcomed all kinds of reforms, some of which actually further undermined the limited available capacity within the country (see below).

5. *Financial and Technical Resource Challenge:* SPM requires infrastructure support. SPM is particularly facilitated by computerization, especially the ability of civil servants to master what are referred to as the big six competences in terms of informatics usage (see Annex 3). A good example of an African country that has done well in terms of its informatics programme with the assistance of the UNDP is Egypt. Even OECD countries are pouring huge resources into computer education among public employees and the wider population. For example, Italy makes available to every family with a child a computer connected to rapid Internet facilities and a sum of €700 as a grant! Unfortunately, for many countries in Africa, the challenge of e-governance is closely linked with the dearth and poor quality of infrastructures such as electricity and telephone connectivity – although a lot of progress has been made by a number of countries as well (UNCTAD 2005).
6. *Getting the Fundamentals Right:* SPM is an advanced form of administrative reform. It is a reform that assumes that some fundamentals are in place. The fundamentals include a supportive political leadership (already mentioned above), and most importantly, a robust administrative leadership and administrative culture that is able to think and act strategically. This includes the ability of the public service to attract and retain the best brains in the civil service that has responsibility for policy development, technical advice to political leaders and also provide an effective regulatory framework. Unfortunately, as explained below, many countries in Africa have actually been losing their human and institutional capacities and introducing SPM in this circumstance has a peculiar challenge. This is an issue that requires some further reflection.

In spite of the well-articulated problem (since the 1980s) that most countries in Africa had a bloated public and civil service, for instance, the fact that it was also the region of the world with the least number of civil servants per population received less publicity. In fact, most countries in the region had a peculiar problem: even though reforms helped to remove large numbers of persons from the civil and public services, there were also huge and growing vacancies arising from the fact that incentive structures and pay had declined leading to erosion and compression of salaries. These drove skilled personnel to other sectors and in some cases to other countries – the brain drain (see below).

By the turn of the century, however, it was noted that African civil services had declined in quality in terms of performance and effective delivery of services. (Adamolekun 1988, Mukandala and Kiragu 2003, Olowu 2001, 2004). Findings such as the ones cited below further revealed the extent of the challenges.

7. *Incentives and Brain Drain*: Available statistics show that African countries, compared to other world regions, lose more of their human resource talents to other countries. They have not been able to attract and retain scarce skills. Unfortunately, the reforms of the past that focused on cutback management and paid scarce respect to the erosion and compression of wages and salaries have only further aggravated matters. A study sponsored by the British Department for International Aid (DFID) estimated that while brain drain (the emigration of tertiary educated persons for permanent long stays abroad) was a global phenomenon for all countries and especially developing countries, the latter lost 10-30% of their skilled talents in 1990, but Africa was the worst affected among the world's regions. The continent lost 75% of its tertiary educated work force followed by Asia/Pacific (52%), Latin America (48%) and Eastern Europe (20%) (Lowell & Findlay 2001, 5). Paradoxically, it is the poorest countries that actually require the services of the scarce skills for which they are unable to pay in a globally competitive market that must lose them to richer and better-resourced countries (see Table 5 below). With respect specifically to Africa, the United Kingdom Commission for Africa (2005) laments that the continent spends an estimated US\$4 billion annually to recruit some 100,000 skilled expatriates who replace some 70,000 African professionals or managers that leave annually to work abroad. By contrast, many developed countries, for a variety of reasons, are putting in place measures to attract scarce talents from developing countries to their countries. The consequences for poor countries are damaging to their economic growth and democratic prospects, as they are not able to either attract or retain critical skills essential for institutional development nor utilize the opportunities of brain gain or brain circulation (see Table 5 below).

**Table 5: Estimates of Brain Drain from African Countries: Emigration Rates for Tertiary Educated, 2000**

<b>% of Nationals with Tertiary Education abroad</b>	<b>Countries</b>
>50	Cape Verde, Gambia, Seychelles, Somalia
25-50	Angola, Equatorial Guinea, Eritrea, Ghana, Guinea Bissau, Kenya, Liberia, Madagascar, Mauritius, Mozambique, Nigeria, Sao Tome & Principe, S/Leone
5-25	Algeria, Benin, Burundi, Cote d'Ivoire, Cameroon, Chad, Comoros, Congo DRC (formerly Zaire), Djibouti, Ethiopia, Gabon, Guinea, Malawi, Mali, Mauritania, Niger, Morocco, Rwanda, South Africa, Senegal, Sudan, Swaziland, Tanzania, Togo, Tunisia, Uganda, Zambia and Zimbabwe
<5	Botswana, Lesotho, Burkina Faso, Central African Republic, Egypt, Libya and Namibia

*Source: Davesh Kapur & John McHale (2005)*

- HIV/AIDS has also become an additional scourge against high level quality skills in many African countries.
- The typical African country has a large number of excess personnel that are not scarce but huge vacancies for scarce skills. In this circumstance, it does not make sense to have a general upgrading of all salaries. It makes better sense to target skills for salary upgrading.
- Many African countries have sought to increase the pay of their public servants but are apprehensive that such positive gestures do not lead to improved performance. These facts together make performance management reforms almost mandatory in the context of administrative reform that most countries in the region are engaged in.
- Fortunately, there are some positive experiences of performance management within and outside the Commonwealth countries.

A few African Commonwealth countries have also successfully introduced strategic performance management reforms. These experiences are reviewed later in this paper.

Performance Management must effectively link monetary and non-monetary incentives in order to improve performance in a country. The monetary elements are often well understood but not the need for managers (or leaders) of the process who must be given even higher rewards to make the risks and energy required attractive. Moreover, there must be effective and widely acceptable measures of performance that are regarded as fair. In the absence of these, a country, however prosperous, experiences drainage of its brightest and best to other organisations outside the public sector or outside the country. For instance, a special survey by the Economist (2008) noted that there are large absences in the public sector and that out migration is a challenge in what is perhaps Africa's most developed country, South Africa. Already, 'about half a million jobs are vacant in government service alone ... not a single department has its complement of professionals. Local municipalities and public hospitals are also desperately short of trained people'. Whereas over 25,000 teachers were leaving the teaching profession every year, only 7,000 were entering. The article noted that the country has not been able to recruit local Africans from within the region to fill positions even though the Department of Home Affairs put a policy in place to do just that.

As is evident from the review of country experiences below, most countries that went on to implement SPM started with effective and well-implemented performance management reforms in respect of human resources, which is the most critical of all organisational resources.

## **7. LESSONS OF COUNTRY EXPERIENCES**

Due to the strong criticisms raised by the concept of 'best practice', we try in this section to identify some country or comparative experiences that can be of interest to this meeting of African Heads of Civil Service.

### **1. United States of America and the Organisation of Economic Co-operation and Development (OECD) Countries**

OECD countries hold leadership in successful introduction of SPM. But most of them initiated reforms of human resources much earlier, taking a cue from the performance management reforms introduced as a result of the 1978 Civil Service Reforms in the United States. The US reform itself did not fully get under way until the early 1980s. The next decades (especially the period between 1990 and 2001) shows that these reforms were adopted in practically all OECD countries, with the exception of only one country, Greece.

The United States Civil Service Reform (CSR) programme had four main elements, but of these, three were performance management-related, namely, Performance Appraisal, the Senior Executive Service and Merit Pay. The first of these, Performance Appraisal, sought to create an objective-based performance appraisal system to replace more informal and subjective systems. Annual evaluations were mandated that to the maximum extent feasible, permit the accurate evaluation of the job performance on the basis of objective criteria. The reform also linked performance appraisals directly to individual and organisational outcomes. The reform introduced was particularly welcome to managers because it helped to establish a new culture of work plans to the US federal civil service, even though they were not sure it helped to make a distinction between high and low performers.

The second PM reform, merit pay, was instituted for managers in grade levels 13 to 15 of the General Schedule. The new system eliminated the automatic pay increments based on time in grade. This was replaced by a system that allocated differential increases based on appraised performance.

The third reform was the creation of the Senior Executive Service (SES) to provide better and more effective leadership for the higher-level public officials in the General Schedule grade levels 16-18. 90% of these must be professional civil servants. The purpose of SES was to overcome executive staffing challenges, improve managerial motivation and responsiveness of the civil service to the political leadership. SES positions are contractual and based on performance. Today, there are about 7,000 SES personnel. An important element of this reform,



aimed at raising managerial leaders across the federal civil service has been the fact that the reward system is closely tied to performance. Underperforming SES personnel are dropped from the system after a period of time while merit awards are given to those who perform according to mutually agreed targets. A recent appraisal noted that ‘on balance, the SES has served to attract, and help retain, thousands of highly skilled personnel, and the efficiency of the federal workforce has certainly improved as a result’ (Schiavo-Campo & McFerson, 2008: 234). Table 6 shows the pattern of adoption of these reforms across OECD countries between the early 1990s and 2000s. What is particularly important, though, is that each country has adopted these reforms within this period differently.

**Table 6: Adoption of Performance Management Reforms in OECD Countries: from 1980 to early 2000**

Country	Performance Appraisal	Merit Pay	SES
Australia	1999	1997	1984
Austria	Yes	No	No
Belgium	Yes	Yes	Yes
Canada	1979	Yes (early 1980s)	1981
Czech Republic	Yes (early 2000s)	Yes (early 2000s)	Yes (early 2000s)
Denmark	Yes (late 1980s)	1987	Yes (late 1980s)
Finland	Yes (early 1990s)	1992	Yes (early 1990s)
France	2002	2004	Yes (early 2000s)
Germany	Yes (early 2000s)	1997	No
Greece	No	No	No
Hungary	Yes (early 2000s)	2002	Yes (early 2000s)
Iceland	No	No	Yes
Ireland	Yes (late 1990s)	2002	Yes (early 2000s)

Country	Performance Appraisal	Merit Pay	SES
Italy	Yes (early 1990s)	1993	Yes (early 1990s)
Japan	2007	2001	Yes (early 2000s)
Korea	2006	1999	2006
Luxembourg	Yes	No	Yes
Mexico	Yes (early 1990s)	1994	Yes (early 1990s)
Netherlands	Yes (late 1980s)	1989	Yes (late 1980s)
New Zealand	Yes (late 1980s)	1988	1988
Norway	Yes	Yes	Yes
Poland	Yes (early 2000s)	Yes (early 2000s)	Yes (early 2000s)
Portugal	Yes	No	1979
Slovak Republic	Yes (early 2000s)	Yes (early 2000s)	Yes (early 2000s)
Spain	Yes early 1980s)	1984	No
Sweden	Yes (late 1980s)	1989	No
Switzerland	Yes (early 2000s)	2002	No
Turkey	Yes	No	Yes
United Kingdom	Yes (late 1980s)	1985	1996
United States	1979	1979	1979
Total No of adopters	28/30 (93.3%)	24/30 (80.0%)	24/30 (80.0%)

Source: Lah & Perry (2008:290).

**Note:** ‘Yes’ indicates that the provision was adopted, but a precise adoption year could not be specified from available data. Parenthetical dates indicate likely period during which adoption occurred. SES = Senior Executive Service.

These reforms of personnel practices have since been incorporated into strategic performance management measures in most OECD countries, as the last case in this section makes clear.

## 2. Eastern and Central European countries

The approach of the ten Eastern and Central European countries to the adoption of performance management reforms is particularly relevant to African countries in the sense that once they acknowledged that the administrative systems they inherited from their past (socialist) history would neither enable them to engage the challenges of globalization and democratization, they used their accession bids to the European Union to press for wide-ranging administrative reforms, of which performance management was one.

This is significant in that the approach they took is different from the widely espoused notion of a European administrative space that was based on law and would have reinforced Weberian principles of legal protection of civil servants' tenure for life and also the separation of politics and administration. These principles gave way to managerial reforms that were deemed as consistent with the three forces noted above: democratization and globalization and the accession of each of these countries to the EU.

The Europeanization of the public sector in these countries focused essentially on a wider public sector reform of which civil service reform is a part, and performance management is at the core of this civil service reform. The main elements of public sector reforms were the following:

- depoliticization of public administration structures
- removal of political clientele (structures that guaranteed party supremacy above the state)
- creation of a body of professional, stable and impartial civil servants

The main elements of the civil service reform included the implementation of the following principles:

- developing and implementing a system of recruitment, assessment and promotion based on merit and competence in the civil service
- developing a body of professional public managers and the competencies necessary to support the reform process
- modernization of human resource management
- creation and implementation of a uniform payment system for the civil servants that is motivating, simple and transparent.
- consolidating the institutional capacities in order to ensure the implementation of the strategic components of the civil servants' continuous training

All these ten states (Hungary, Lithuania, Estonia, Romania, Bulgaria, Poland, Serbia, Moldavia, Bosnia-Herzegovina and Macedonia) passed legislation to promote the above-mentioned reforms between 1992 (Hungary) and 2002 (Macedonia), although some have passed additional legislations, e.g., new code of conduct between 2004 and 2009.

The content of civil service legislation in these countries covered the following crucial areas:

- job duties and responsibilities
- tenure and Security
- disciplinary arrangements
- rewards and wages
- assessment of civil servants

Jobs are classified into managerial, expert-professional, and expert-administrative in most of the countries.

Performance assessment is a basic component of the performance management system, which complies with a number of criteria:

- transparency in measuring and assessing the results
- learning from experience, what worked and what did not
- judging the effectiveness and efficacy of an authority
- rewarding or penalizing individuals and units

HRM policies seek to improve organisational performance by: a) increasing employee performance; b) promoting positive attitudes and increasing motivation; and c) providing opportunities for employees to rise to the maximum of their capacities.

The assessment system used in these countries' public services can be divided into the following groups:

- performance and results-oriented criteria (level of fulfilment of objectives; quality of activities)
- behavioural criteria (cooperation, desire to take responsibilities, knowledge, desire to increase professional specialization)
- managerial behaviour criteria (ability to lead, strategy, initiative, decision, capacity to delegate, ability to guide)
- technical competencies' criteria (experience, competency)
- potential criteria (development possibilities and tasks assignment)

What is significant about these states is that although they have different legal traditions and governing systems, 'they have developed a common body of doctrine and share the same administrative law principles and good practice standards, as well as the unitary and efficient implementation of European Union law' (Matei & Lazar 2009:19).

### **3. Finland**

A small country of only 5.3 million located in northern Europe with huge territories that share a long boundary with Russia, Finland was a Russian empire dependency until after the First World War in 1918 when it became independent. However, modern development into a modern administrative system built on welfare state principles were laid between 1966 and 1987. During this time, her volume of public expenditure grew by 4 per cent annually and the number of public employees by 2.5 % per year. The institutional structure until the end of this period was one in which public tasks were the responsibility of central ministries and agencies while regional agencies were responsible for other provincial and regional organs. In the early 1990s and in response to the difficult economic recession, Finland underwent bold administrative reforms promoted largely by senior bureaucrats. These reforms increased the operational and economic independence of the over 400 municipalities, leading to a sharp reduction in central staff from some 215,000 to 125,000 in 2005. Also, as a result of the reforms and within the last 20 years, a number of broad delegated autonomous agencies were created; these were responsible for areas such as taxation, customs, transportation, etc. while several state-owned companies were commercialized and privatized. Agencies such as churches are active in the delivery of public services (especially social welfare and education). Performance management and pay reforms were also put in place to ensure that the public service can attract and retain competitive and competent personnel. By 2004, public service personnel comprised 124,000 persons in the central government, 431,000 in the local and municipal governments and 21,400 in the churches.

In spite of the reforms, criticisms of the public service persisted. As a result, beginning from 1993, a special ministerial committee for administrative development was appointed by the government. A ministerial post for administrative reform was created. This committee proposed the gradual movement of the central government from human resource performance management to SPM. A number of ministries initiated this reform, but in early 2000, the Ministry of Finance commissioned an evaluation of the comprising government officials and senior experts from within and outside Finland. Parliament also appointed a working group of its members and senior experts. The two groups came to the same

essential conclusions. Both groups concluded that the ministries had not fulfilled their roles as performance steering bodies, especially with target setting and indicators. The budget process was amended to make it consistent with the performance management system. This performance management reform revolutionized public administration in Finland. The following were the main principles promoted by the reform:

1. Political decision making to focus on strategic management instead of operational issues.
2. Content and procedures of decision- making involving finances were amended to focus on the setting of performance targets instead of detailed input allocations. Detailed procedures exist on how targets must be presented in budgets.
3. Performance management was extended to the relationship between central government and local government by delegating authority previously held by central government to autonomous municipal bodies.
4. Chargeable service production was largely transferred to market circumstances to achieve better customer orientation and economic efficiency.
5. Principle of hierarchy whereby central governments were divested of all other responsibilities and staffing besides policy making, budget and strategic policy and monitoring.
6. Performance agreements concluded between the central government ministries and subordinate agencies devolved (municipal) bodies and delegated agencies. These form the basis of performance targets and indicators. Ministries are also expected to set their own targets and take responsibility for performance guidance.
7. The Ministries of Finance and Interior were merged to ensure the integration of the planning/budgeting function with public order and welfare issues handled mostly by local governments.

Today, the central ministries have only 5,000 personnel (over 1,000 in Ministry of Foreign Affairs), 100,000 in the autonomous agencies and state enterprises, and the balance of 450,000 is in the municipalities and co-production agencies. These reforms all helped to prepare Finland for the economic crisis that confronts most countries of the world today. The country has not only been able to make better use of its resources (it is one of the leading ICT providers) it has also been able to sustain greater policy and political coherence: all political parties have been involved in the strategic design and implementation of the SPM and in debates concerning the future of the country. OECD regards Finland as one of the success stories in respect of overall management of the economy and of strategic performance management.

It is instructive that close observers of the rise of Asian countries at the end of the last and the beginning of the current century believe that Asia's ability to intelligently adapt critical institutions of managing public and private sector organisations from the West, often surpassing the West, constitutes one of the most important explanations for the continent's meteoric rise (Mahbubani 2008).

#### **4. Africa**

Table 7 is an update on the progress of African countries in implementing SPM. The Table shows that Botswana, followed by South Africa and then Uganda, Ghana, Mauritius and Tanzania are the countries that have made the most progress in respect of SPM. Many of the other countries are just beginning. In fact, for most countries other than Botswana, there are still many obstacles to overcome.

**Table 7: Progress towards Strategic Performance Management by African Countries**

Country	Plans & Stakeholder Involvement	Budget Reforms	Pay-Related PM	E-Governance	Measurement Indicators	Alignment
Botswana	Yes	Yes	Yes	Yes	Yes	5/5
Cameroon	Yes	Yes	Yes	Partly	In process	2/5
Gambia	Yes	Yes	Planned	Planned	Planned	2/5
Ghana	Yes	Yes	Planned	Yes	Planned	3/5
Kenya	Yes	Planned	Planned	Planned	Yes	2/5
Lesotho	Yes	Yes	Planned	Planned	Planned	0/5
Malawi	Yes	Yes	Not Yet	Planned	Planned	2/5
Mauritius	Yes	Yes	Not Yet	Yes	Yes	3/5
Mozambique	Yes	Yes	Yes	Yes	Not Yet	2/5
Namibia	Yes	Yes	Not Yet	Yes	Yes	1/5
Nigeria	Partly	Yes	Planned	Planned	Not implemented	2/5
Seychelles	Yes	Planned	Planned	Yes	Planned	2/5
Sierra Leone	Planned	Planned	Not Yet	Planned	Not Yet	0/5
South Africa	Yes	Yes	Planned	Yes	Yes	4/5
Swaziland	Yes	Yes	Planned	Planned	Planned	2/5
Tanzania	Yes	Yes	Planned	Planned	Yes	3/5
Uganda	Yes	Yes	Not Yet	Planned	Yes	3.5/5



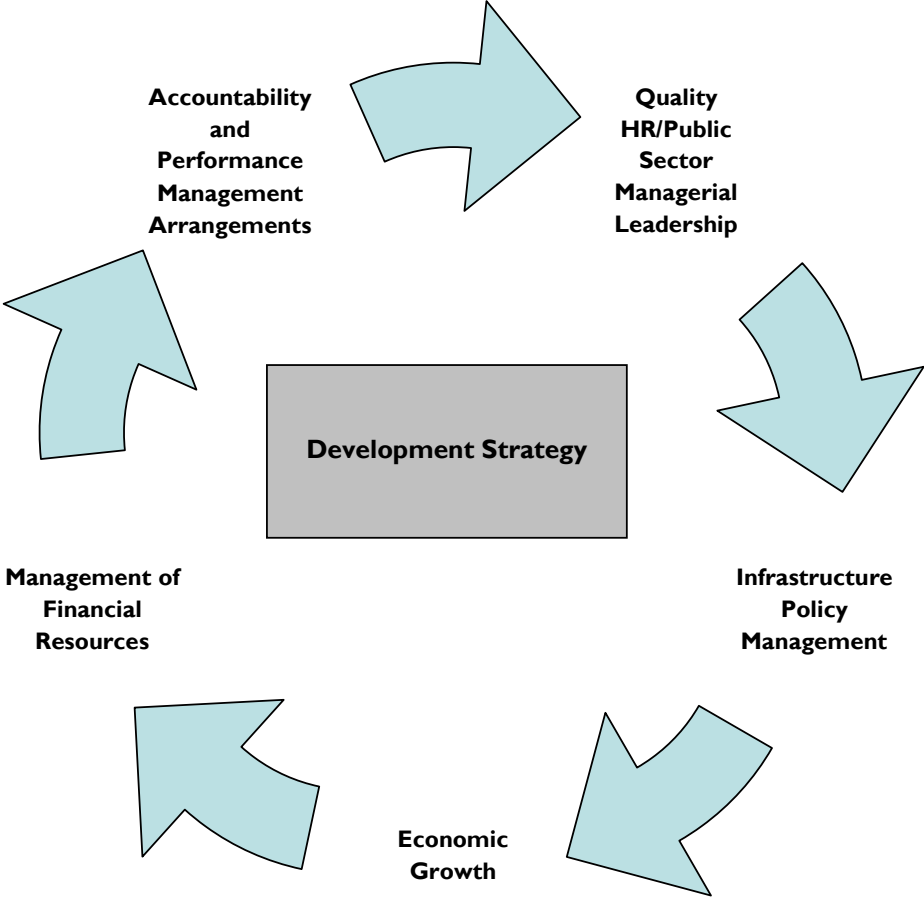
## **8. RECOMMENDATIONS AND WAY FORWARD**

The way forward is discussed with the roles of heads of services in mind. Most countries in Africa already have a planning programme in one form or the other. The key question is to put in place a procedure that would ensure that such documents are linked to each country's strategy of public sector reform in which the revitalization of the civil service based on strategic performance management principles would be core.

Clearly there would be the need for a number of crucial measures to help in actualizing this objective in Africa.

A first step would be to connect national development plans with public sector reform programmes. This has not been the case in many countries. Many development plans (or poverty reduction strategy papers) have no robust time-based public sector reform programme. This needs to be corrected as a matter of urgency. Where such connections already exist, it is important to review these in light of the other points made below. Figure 1 suggests how some countries within and outside the region, especially the countries referred to as the Asian tigers, now including India and China have done this. The figure suggests how the vicious cycle of poverty can be transformed into a virtuous cycle. A focus on building infrastructures in Africa could be the lever for this effort. Infrastructures are the preconditions for development. The absence of physical, environmental and human infrastructure has made it difficult for many countries to engage development. However, to do this would require persons with the requisite skills who can be attracted and retained to lead the policy process for creating and sustaining infrastructures.

**Fig 1: Turning Vicious into Virtuous Cycle of Development**



A second proposal is to adopt Strategic Performance Management as an initiative aimed at integrating the diversity of present public sector reform programmes that are at different stages of implementation in most countries.

Thirdly, the institutional and human resource capacity of the offices of the heads of civil services would have to be boosted, working closely with the Ministries of Finance (MoF). Fortunately, MoF is a ministry that has been transformed into islands of excellence and the goal should be to ensure the integration of the budgetary and performance management reforms in each country. The argument has been made that priority should be given to technical capacity for policy making since this is the primary objective of the public service. The reforms should be phased to include all other aspects of the civil and public services over a period of time.

Fourthly, financial resources should be sourced from within and outside government for this kind of reform. Efforts should be made to involve the business and non-governmental sector (including charities and civic bodies and foundations) as well as the donor agencies, but this should be focused in the beginning on the pilots in two ministries (Finance and a ministry that is priority to government) and the Office of Head of Civil Service.

Fifthly, latent capacity for research and data management within Africa's dying higher education institutions, as well as in Africa's Management Development Institutes, should be mobilized. Such an effort can extend a lifeline to enable such institutions to turn around under appropriate leadership as has happened in a few centres across Africa (Uganda Management Institute and Ghana Institute of Management and Public Administration). It would in turn yield more robust indicators and data sets that would prove invaluable to the management of SPM.

Sixthly, it is perhaps needless to say that heads of public service would need to use their political clout to influence government to undertake these reforms but also ensure that the whole spectrum of political forces in the country – within and outside government – are involved in the process.

Finally, effort should be directed at ensuring not only the horizontal coordination but also the vertical integration to install the hierarchical principle whereby ministries take primary responsibility for policy development, budget and SPM policy development and review (including the targets) while leaving detailed operational management to agencies, municipalities and state enterprises, partnerships and co-production arrangements between the state and emergent institutions such as the faith-based institutions and other social actors.

Within this framework, serious thought should be given to the articulation of a human resource management strategy. Whereas development strategy is beyond what heads of services can alone make happen, HRM strategy is something within their competence. When PM is singled out for implementation, the result has always been less than expected if not counterproductive. However, when it is undertaken in the context of wider SPM reforms that is integrated with reforms of the budgetary processes such as MTEF, a greater prospect for success has been actualized as the examples of some of the African countries at this meeting show.

## **Conclusion**

The current global economic and financial crises require effective, responsive, intelligent and highly motivated public and civil services. As already articulated in this paper, performance management is essential not only for ensuring that a country has a virile and result-oriented service that promotes development goals, makes economic recovery possible, taking advantage of competitive opportunities within the global economy, but the governance system is also much improved in the process. African heads of public services can help to reposition their countries by adopting a more nuanced and knowledge-driven approach to the reform and revitalization of their respective public services. The first step is a policy and strategy that articulates how strategic performance management would be implemented in each country over a period of time using the insights from comparative and own country experiences.

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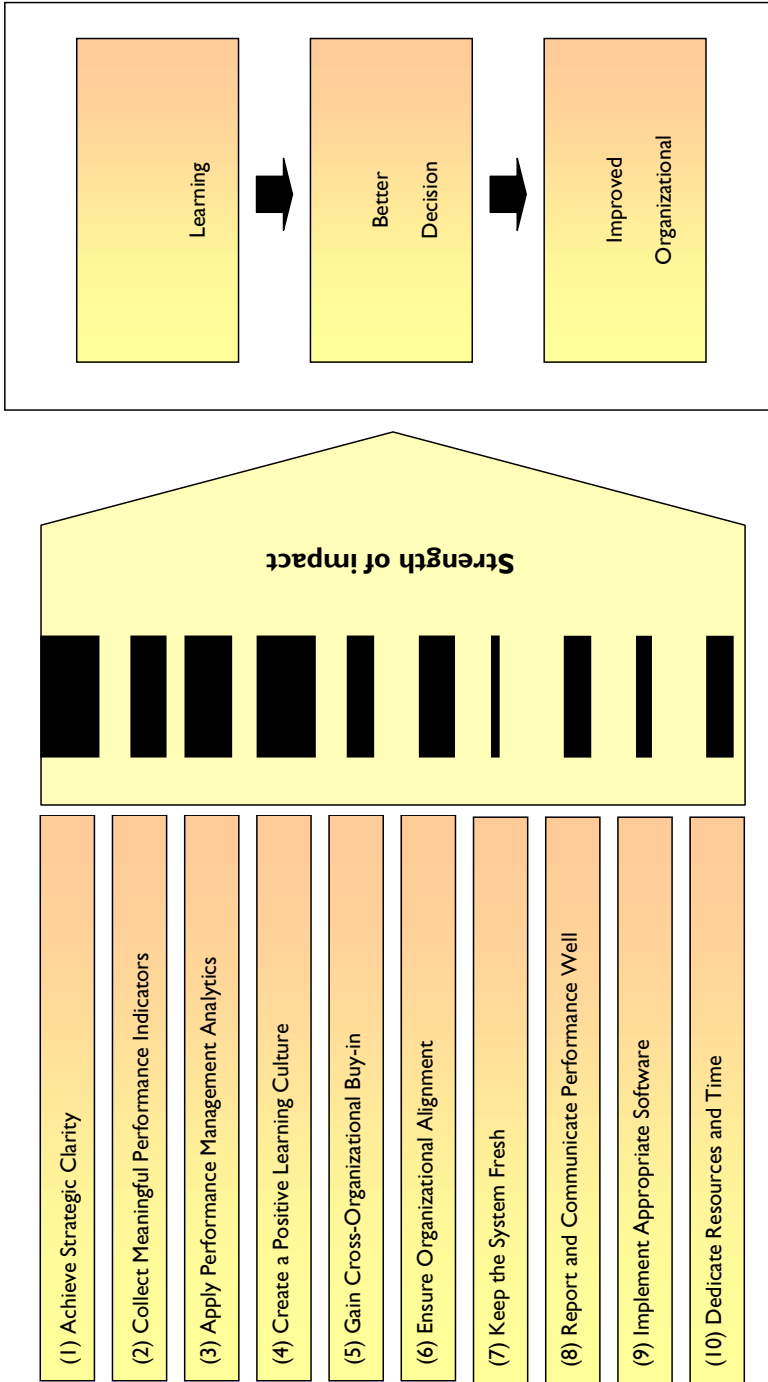
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## Annex 1: 10 Principles of Good Performance Management and their Impact on Performance



Source: Bernard Maar 2008



## **Annex 2: Country Policy and Institutional Assessments (CPIA), 2004**

### **A. Economic Management**

1. Macro-economic management
2. Fiscal policy
3. Debt policy

### **B. Structural Policies**

4. Trade
5. Financial sector
6. Business regulatory environment

### **C. Policies for Social Inclusion/Equity**

7. Gender equality
8. Equity of public resource use
9. Building human resources
10. Social protection and labour
11. Policies and institutions for environmental sustainability

### **D. Public Sector Management and Institutions**

12. Property rights and rule-based governance
13. Quality of budgetary and financial management
14. Efficiency of revenue mobilization
15. Quality of public administration
16. Transparency, accountability and corruption in the public sector

*Source: World Bank (2006)*

### Annex 3: The Big Six: Computer Skills for Information Problem-Solving

Stages	Competencies
Task Definition	The public servant must know how to use e-mails, blogs and groups over the internet and how to use efficiently e-documents applications inside the organisation network.
Define the information problem	
Identify information needed	
Information Seeking Strategies	The public servant must know what are the hardware solutions for collecting and keeping data, like hard drives or CD-ROMs, as well as software solutions, on line or off line databases, and of course, how to work with them.
Determine all possible sources	
Select the best sources	
Location and Access	The public servant must know how to search and find information in the organisation network along with other databases outside the network, in which he has access, and to relate information that he finds to the references.
Locate sources (intellectually and physically)	
Find information within sources	
Use of Information	The public servant must know to download, read, print, burn CDs, use word processors and spreadsheets, analyze and filter the information that he needs for the task that he must complete.
Engage (e.g., read, hear, view, touch)	
Extract relevant information	
Synthesis	They must organize and distribute the results of their work. This is done by using tables, charts, presentations and web pages.
Organize from multiple sources	
Present the information	
Evaluation	They must be able to auto evaluate their work along with evaluating others' work. This is done by understanding and accepting netiquette when posting information on the web or sending them by email, to use the spelling check and also to pay attention to the final form.
Judge the product (effectiveness)	
Judge the process (efficiency)	

## APPENDIX V

### LIST OF PARTICIPANTS

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# APPENDIX VI

## PROGRAMME

### Sunday 12th July

16:00 – 18:00                      Registration

### Day 1: Monday 13th July

08:00 – 09:00                      Registration

09:00 – 10:00                      **Opening Ceremony**

Master of Ceremonies:              Mrs Daniella Larue  
    Chief Executive Officer  
    Seychelles Institute of Management

Welcome Address:                      Mr Mohammed Afif  
    Cabinet Secretary  
    Government of Seychelles

Opening remarks:                      Ms Jacqueline Wilson  
    Director, Governance and  
    Institutional Development Division  
    Commonwealth Secretariat

Keynote Address:                      Hon Joseph Belmont  
    Vice President and  
    Minister for Public Administration  
    Government of Seychelles

10:00 – 10:30                      Group Photograph and  
    Refreshment Break



10:30 – 11:15	<b>Performance Management in the Public Service in Commonwealth Africa: Background Paper</b>
Chairperson:	Mrs Jessie Esparon Principal Secretary Department of Public Administration
Presenter:	Dr Bamidele C Olowu International Consultant
11:15 – 12:00	<b>Plenary Discussion</b>
12:00 – 13:00	<b>Experiences in Performance Management in Commonwealth Africa: Country Presentations</b>
Chairperson:	Mr Frans Kapofi Secretary to the Cabinet Government of Namibia
13:00 – 14:00	Lunch Break
14:00 – 15:30	<b>Experiences in Performance Management in Commonwealth Africa: Country Presentations (cont'd)</b>
Chairperson:	Mr Philip Ngwese Ngole Secretary General, Ministry of the Public Service and Administrative Reforms Government of Cameroon
15:30 – 16:00	Refreshment Break

16:00 – 17:00                      **Experiences in Performance  
Management in Commonwealth Africa:  
Plenary Discussion**

Chairperson:                      Dr Joshua Kanganja  
Secretary to the Cabinet & Head of the  
Civil Service, Government of Zambia

19:00 – 22:00                      Welcome Dinner – hosted by the  
Government of Seychelles

**Day Two: Tuesday 14th July**

08:30 – 08:40                      Review of previous day

08:40 – 09:45                      **Integrated Performance Management  
for Results**

Chairperson:                      Dr Vitória Dias Diogo, Minister of Public  
Service, Government of Mozambique

Discussant:                      Mr Eric Molale, Strategic Alignment  
Principal Secretary to the President  
Government of Botswana

Discussant:                      Mrs Hemalata Boollell  
Alignment to the Budget, Director  
Ministry of Finance and Economic  
Development, Government of Mauritius

09:45 – 10:30

**Making Performance Management  
Work: Critical Success Factors**

Chairperson:

Mr Joe Issachar  
Head of the Civil Service  
Government of Ghana

Discussants:

Prof Richard Levin  
Director General, Department of  
Public Service Administration (DPSA)  
Government of South Africa

10:30 – 11:00

Refreshment Break

11:00 – 12:30

**Performance Measurement:  
Experiences and Challenges**

Chairperson:

Mr Sandile Ceko  
Secretary to Cabinet  
Government of Swaziland

Discussants:

Mr Phillemon Luhanjo  
Government of Tanzania

12:30 – 13:30

Lunch Break

13:30 – 15:00

**Closed Session for Heads of  
Public Service**

**Role of the Head of Public Service  
in Creating and Institutionalising a  
Results and Performance-Oriented  
Public Service**

13:30 – 15:00	<b>Parallel Session for MDIs and other Delegates</b>
	<b>The Role of Management Development Institutes in Supporting Institutionalisation of Performance Management in the Public Service</b>
15:00 – 15:30	Feedback session to Plenary
Chairperson:	Mr John Mitala, Secretary to Cabinet & Head of Public Service, Government of Uganda
15:30 – 16:00	Refreshment Break
16:00 – 17:30	<b>Strategies for Accelerating Implementation of Performance Management Initiatives in the Public Service in Commonwealth Africa</b>
Chairperson:	Mr Tlohang Sekhamane Government Secretary Government of Lesotho
<b>Day Three: Wednesday 15th July</b>	
8:30 – 9:30	<b>Consensus Building on Issues, Challenges, Strategies and Way Forward</b>

9:30 – 10:00	<b>Feedback on Actions Taken by Countries and Commonwealth Secretariat from Previous Fora</b>
Chairperson:	Ms Jacqueline Wilson Director, Governance and Institutional Development Division Commonwealth Secretariat
10:00 – 10:30	Refreshment Break
10:30 – 11:30	<b>Adoption of the Communiqué and Way Forward</b>
11:30 – 12:30	<b>Closing Ceremony</b>
	Mrs Macsuzy Mondon Minister for Employment and Human Resources Development Government of Seychelles
	Ms. Jacqueline Wilson, Director, Governance and Institutional Development Division Commonwealth Secretariat
12:30 – 13:30	Lunch Break
14:00 – 17:00	<b>Site Visit</b>
19:00 – 22:00	Closing Dinner hosted by the Commonwealth Secretariat











