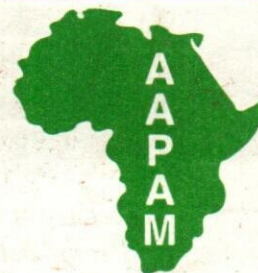


AAPAM Newsletter

The African Association for Public Administration and Management



To none will we deny service
To none will we delay service
To none will we pervert service

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approximately 3 hours ahead of GMT.

EDITORIAL

Letter from the President

Dear AAPAM Fellow,

The year we have just concluded (1994) will go down in AAPAMs history as a unique year in which AAPAM not only embarked on a new approach to its programme implementation, but also held two Annual Roundtable Conferences, one in Banjul, the Gambia, and the other in Nairobi, Kenya. The Banjul Roundtable was postponed from November/December 1993, to January/February 1994, due to unavoidable circumstances.

Of significance too was the launching of the three year work programme (1994-1996) which was prepared by an expert group meeting held in Nairobi, Kenya, in August 1993. The Commonwealth Secretariat, the Ford Foundation and the Canadian International Development Agency (CIDA) among others, have pledged to finance various projects in the programme. These include the establishment of four training centres in four African capitals namely: Abuja, Nairobi, Dar-es-Salaam and Gaborone. The governments of Nigeria, Kenya and Tanzania have also agreed to host and support the establishment of the envisaged centres. (Allow me to mention here in passing, that 1994, also witnessed the launching of the Commonwealth Association for Public Administration and Management (CAPAM) in Canada.

Funding allocated for projects in the 1991-1993 work programme

was fully utilized by the end of the programme period, and as expected, there were delays before seeding funds for the current work programme were made available. In view of this, most activities earmarked for the year 1994 had to be postponed. Consequently, AAPAM held only one seminar on **Revitalization and Establishment of AAPAM National Chapters**. The workshop was held in Nairobi and was funded by the Canadian International Development Agency/Management for Change Programme (CIDA/MCP) through the Institute of Public Administration of Canada (IPAC). As you are all aware, many AAPAM Chapters have been very dormant, and/or are non/existent in some member countries. The sole objective of this seminar was to therefore revitalize existing chapters and assist in the setting up of new chapters. The seminar was well attended and in our view was quite successful. Two new Chapters were launched in 1994 - one in Cameroon and the other in Kenya.

Equally important is that in 1994, AAPAM published a book entitled *Ethics and Accountability in African Public Services*. It was launched at a grand ceremony at the Inter-Continental Hotel, Nairobi, on the 29th November, 1994. This book is the outcome of the **13th AAPAM Roundtable Conference** and was edited by Dr. Sadig Rasheed and Prof. Dele Olowu. In the pipeline are also other monographs based on country research studies in public administration and management. These books should be available during the course of 1995.

Towards the year end, AAPAM held the **16th Annual Roundtable**

Conference at the Kenyatta International Conference Centre, in Nairobi, Kenya, from 28th November-3rd December, 1994. The theme for the Roundtable Conference was: **Mobilization and Utilization of Resources for Effective Performance in the Public Service**. There were close to 200 participants, representing over 17 African countries, international organizations and diplomatic missions. The Roundtable was a remarkable success and I am particularly grateful to the Government of the Republic of Kenya for their generosity in hosting the conference and making it a success. The Communique of this Roundtable is summarized in this Newsletter. For more information, please enquire from the AAPAM secretariat in Nairobi.

Finally, as I have stated before, the socio-economic situation of Africa is still precarious and has been compounded by the introduction of political pluralism. **AAPAM must play its part with all resolve and diligence in order to help the turn around for the good of our region.** In this regard, I appeal to all our members and donors alike to be even more forthcoming in support of AAPAM's activities which will in turn contribute significantly towards the much needed socio-economic recovery of Africa.

I wish you all a happy and prosperous, 1995. ■

**William Wamalwa
President.**

Mobilization and Utilization of Resources for Effective Performance in the Public Service: AAPAM 16th Roundtable Conference

Introduction

AAPAM's 16th Roundtable Conference took place at the Kenyatta International Conference Centre from 28th November-2nd December 1994, in Nairobi, Kenya. The theme of the Conference was: **Mobilization and Utilization of Resources for Effective Performance in the Public Service**. Of importance therefore, were issues on the role of the state in national development, and the formulation of strategies to enhance economic productivity in Africa. The meeting was graced and officially opened by the Minister of State in the Office of the President, Hon. Kipkalya Kones.

Opening Statement by the President of AAPAM

Honourable Kipkalia Kones, minister of state in the office of the president, honourable ministers, your excellencies, members of the diplomatic corps, distinguished delegates, ladies and gentlemen.

This is the third time that the government of the Republic of Kenya has hosted the AAPAM Roundtable Conference. While the first one was held in 1968, the second took place in 1979. In addition, the government of Kenya is one of the most consistent supporters of AAPAM in terms of annual subventions. AAPAM is immensely grateful for all this support.

However, we feel that the greatest contribution the Kenyan government has made to AAPAM, Hon. Minister, is the agreement to host the AAPAM headquarters. AAPAM was relocated from Ethiopia in 1991 and has since been situated in the city of Nairobi. This

is a clear manifestation of the government's commitment to AAPAM's mission of seeking to promote excellence in public management as an essential tool for accelerated national development in all our countries.

Against this background, the hosting of this conference by the government of the Republic of Kenya assumes a special significance for us in AAPAM. Therefore, on behalf of the executive committee and the general AAPAM membership, I wish to convey our heartfelt thanks to the government and people of Kenya. To you personally, Hon. Minister, we extend sincere thanks for sparing time from your busy schedule to be with us this morning. We will be grateful if you would also kindly convey our good wishes to His Excellency Hon. Daniel Toroitich Arap Moi, President and Commander-in-Chief of the armed forces of the Republic of Kenya, for good health and long life. We look forward to continued assistance to AAPAM's activities.

The participants assembled here, Hon. Minister, represent more than 17 African countries. They include ministers, top government and parastatal executives, academicians, researchers and trainers in the fields of public administration and management. We also have representatives from donor agencies and international organizations. On this occasion, we have special pleasure in acknowledging the presence in our midst of the minister for public service and administration of the Republic of South Africa, to whom we say a special "welcome".

Although AAPAM was inaugurated in 1971 in the city of Freetown, Sierra Leone, its roots go back to 1962 when top officials of the then newly independent English speaking African countries met in Dar-es-Salaam in what came to be known as the **Intra African**

Public Administration Seminars. This rather informal gathering met every year after Dar-es-Salaam up to the time AAPAM was born. These seminars provided a forum for the exchange of information and experiences on major issues of the time in the African civil service. For a number of years "Africanization" or "localization" of civil services was the most prominent among these issues, followed at a later stage by efforts at administrative reform, among others.

Towards the 1970's, it became clear that the measures so far taken, including Africanisation and creation of institutes of public administration, had not led to sustained improvement in the performance of public services. There were signs that the gains which had been achieved in performance were being eroded rather fast. The waning of the spirit of nationalism or replacement of political regimes by the military only helped in the deterioration of public services. Moreover, this was happening at a time when the tasks of public services were changing in very fundamental ways, calling for new knowledge, skills and attitudes. It was therefore appropriate that the theme at AAPAM's inauguration was "Professionalisation of Public Administration and Management". In recognition of the mood of the occasion, the late President Siaka Stevens said: "The formation of such an association could not have come at a more opportune moment, for if there is anything that Africa is short of, it is administrative and managerial capacity for present day tasks".

In pursuing its mandate of promoting standards of excellence in public management, AAPAM has always sought to be proactive by seeking out emerging issues and articulating them. It was in this tradition again, that the Roundtable series was inaugurated in 1978 after it had become evident that the downward trend in Africa's socio-economic indicators could not continue without Africa descending into chaos. Thus the purpose was to create awareness of the impending crisis, and generate a new sense of urgency in responding to the situation.

The theme for this year's Roundtable Conference is: **Mobilization and Utilization of Resources for effective Performance in Public Service.** These resources are human, financial, institutional, material and supplies. Generally speaking, resources are scarce, and to many people this scarcity is sufficient to explain Africa's inability to achieve a higher rate of socio-economic development and better standards of living for the people. However, is this the whole story? It is the hope that in our deliberations over the coming five days, proposals will emerge which will assist in enhancing the contribution of each of these resources in Africa's socio-economic development. In this connection, a number of issues have been selected for indepth discussion. These include: Institutional capacity building and institutional development; Human capacity building as an essential element in public service performance; The mobilization and management of domestic and external financial resources: Policy and institutional issues; and issues in the management of public expenditure.

The 1980's have been recognized as a "lost decade" for Africa. For sub-Saharan Africa, all socio-economic indicators pointed to a disastrous situation. Inability to feed itself was pervasive and sustained. The external debt reached untenable levels etc.

As a professional association dedicated to improvement in standards of public management, AAPAM's greatest concern is the inability of state bureaucracies to meet the challenges posed by the economic crisis. Public services have become weak and ineffective and have a tendency to concentrate on crisis management, thus becoming oblivious to the need to formulate and pursue long term objectives, plans and strategies. Public services have lost their dynamism and sense of commitment, probity and accountability. There is little evidence of professionalisation.

A major cause of this situation is the tendency to politicise civil services and to ignore principles on which civil

services were founded. The Weberian Model of civil service which existed at independence has been progressively eroded. Recruitment and promotions are made without regard to the principles of merit and justice, and the excessive numbers of employees in the public services have led to an inability to pay realistic salaries and wages. In turn, this has led to serious problems of morale, culminating in moonlighting, and a multitude of other unethical activities.

It is under these circumstances that Structural Adjustment Programmes are being implemented. A major objective of these programmes is the improvement of civil services through down sizing, rationalization of structures, and improvement of terms and conditions of service. AAPAM believes that revitalization and improvement in performance of the civil service is a necessary condition to achieve, if other aspects of the Structural Adjustment Programmes are to be realised. While these measures are eventually expected to improve the situation, it must be recognized that in the short-term some problems of performance are likely to be accentuated.

We have now recognized that in our efforts at administrative reform during the 1960's and the 1970's, insufficient account was taken of the political environment in which civil services operate. The result was the creeping politicalisation of civil services to which reference has already been made. The current efforts at civil service reform are being undertaken at a time when very major political and economic reforms are concurrently being undertaken. Africa is in effect in transition. This transition involves, *inter alia*:

- (a) Moving from single party/military regimes to representative multiparty governments
- (b) Moving from centralized authoritarian to participatory regimes
- (c) Moving from state controlled to free market economies.

This transition does in effect call for a redefinition of the state and the role and scope of the functions and responsibilities of the public service. This also calls for reorientation of the civil service in terms of knowledge, skills and attitudes. In this connection, it is vitally important to recognise the fact that civil servants will respond to the expectations of their political masters. It is therefore important for politicians to decide on the type and nature of the civil service they want. They must recognise and accept one vital fact that, preservation and protection of the civil service is not only in national interest, but also, in their own. As noted earlier, civil services have tended to decay during the single party/military regime era. Unfortunately, the transition to multiparty regimes is posing several questions: Should civil servants be loyal to the ruling party? What does loyalty to the government of the day mean? Would it be enough for civil servants to be non-partisan but politically sensitive and responsive? These are among the questions that need solutions in order to mould civil services that will be able to act as instruments for facilitating national development. In many countries, the ethnic factor complicates the situation even further. This is further accentuated by the fact that there is little experience, if any, on the functioning of a government in a multiparty situation.

During the coming five days, the need to mobilize and prudently utilize resources will be discussed. In this connection, it is vital to stress the strategic role played by human resources in the achievement of the goals of any organization. Going by statements made by many leaders in Africa, it would appear that this strategic role of human resources is recognised. However, this rhetoric is not matched by concrete actions. In many cases, budgets for training and staff development are no more than tokens. It is quite usual to find that where these activities are to be undertaken there is undue reliance on donor funding. Furthermore, the systematic and performance improvement training which existed in the 1960's and the early 1970's seems to have all but

disappeared. There is therefore need for more concerted efforts to invest in human resources development with a view to creating the capacity necessary for sustained national development.

The transition to multiparty democracy in Africa is unlikely to be a short one because the one party/military culture has firm roots

established over the last two or so decades. The democracy Africa seeks cannot therefore be decreed or legislated. Democracy has to develop as a way of life. Unfortunately, there appears to be a tendency to regard establishment of democracy as if it were equivalent to making instant coffee! The purpose of saying this is in order to underline the vital role which the civil service must play in the transition. If the civil service is non-partisan and concentrates on safeguarding national interest in the performance of its functions, it can function as a stabilising influence, particularly in the prudent use and conservation of national resources. But if the civil servant

decides to play the game of the politician, Africa's future would be more than uncertain.

Honourable Minister, ladies and gentlemen, as the foregoing would have indicated, AAPAM has come a long way. From the days when the annual conference was the only activity, today it has expanded into training seminars

and workshops, research and publication. In this connection, AAPAM will be launching its latest book titled *Ethics and Accountability in African Public Services* which we hope will be a useful addition to the literature on administration and management. As one of the measures to build AAPAM further, we have recently embarked on efforts to strengthen the association's national chapters and create new ones where they do not exist. We hope that through these chapters we will be able to intensify our efforts in assisting civil services in our various countries.

The growth of AAPAM would not have been possible without the generous support of a number of

parties. I want to therefore, end my statement by acknowledging first and foremost, African governments which have over the years, given annual subventions of varying amounts to the association. This, in part, is a reflection of the commitment which the governments have for the improvement of administration and management in

Africa. Secondly, my acknowledgement goes to several donor agencies who have generously supported AAPAM's activities over the years. These include the Ford Foundation, the Commonwealth Secretariat, the Economic Commission for Africa, the International Development Research Centre, CIDA (MFCP), the Ministry of Foreign Affairs of Norway, the Norwegian Agency for International Development, and, last but not least, the Friedrich Ebert Stiftung. To all I say a big, **Thank You.**

Honourable Minister, your excellencies, ladies and gentlemen, I thank you for your attention. May I now, Honourable Minister, request you to address us. ■

A Summary of the Opening Address by Honourable Kipkalya Kones, EGH. MP. Minister of State in the Office of the President

The Kenyan Minister of State Hon. Kipkalya Kones was the guest of honour during the official opening of AAPAM's 16th Roundtable Conference held at the KICC on Monday 28th November, 1994.

In his speech, the minister welcomed all the delegates to Kenya and in particular, to the AAPAM Roundtable Conference. He noted the long standing and close relationship which had existed between AAPAM and Kenya since the establishment of the continental association. This relationship is evident from the fact that a Kenyan, the late Dr. Robert Ouko, was the association's first chairman of the executive committee, and that the present chairman is also a Kenyan. Furthermore, back in 1991 Kenya

agreed to the relocation of AAPAM secretariat from Ethiopia to Nairobi, and has since then been prompt with its annual subventions to the association.

The Minister was pleased to note the impressive successes which AAPAM had made in its activities over the past 15 years. He urged this year's Roundtable to assess the relevance of AAPAM's objectives and goals vis-a-vis the present needs of Africa, notably - national socio-economic development. In particular he hoped that the Roundtable would discuss and make proposals on the role of public administration in mobilizing resources for development.

Furthermore, the Minister expressed his appreciation of the contributory role

played by AAPAM in uniting the nations of the continent and in encouraging regional development, particularly in the area of human resource development.

Since many civil servants in Africa do not possess adequate professional skills and qualifications in management and administration, there is need to develop the capacity of the civil service in this field if the increasingly complex problems of development are to be achieved.

Turning to the theme of the conference, the Minister noted that although the subject of public service performance had been tackled by AAPAM in the past, the resultant remedial measures taken by governments have not been satisfactory. Hence the need to revisit the subject again, and more importantly, the need to produce more suitable recommendations. As the sources of socio-economic problems in Africa are



Group photograph at the official opening of the 16th AAPAM Roundtable Conference. Hon. Kipkalya Kones, Minister of State in the Office of the President (seating No. 5 from the left). Others include Mr. W. N. Wamalwa, President of AAPAM on the Ministers left, Mr. Geylord Avedi, Director/Permanent Secretary, Directorate of Personnel Management (third from right) Prof. Ali D. Yahaya (extreme left) Secretary-General of AAPAM, and Dr. Hussein Kazem, President of the Central Agency for Organization and Administration in Egypt (on the right of the Minister).

diverse, the Roundtable should attempt to tackle them from the perspective of public administration and management.

The establishment of the Structural Adjustment Programmes in many African countries have had adverse effects on socio-economic development. Therefore, the role of public services in national development and in revitalizing these economies is important. In Kenya, a deliberate programme was adopted by the government in 1991 with an objective to improve the efficiency of the public service, given the belief that "When public service in a country fails, everything else fails".

The new programme involves restructuring and reorganizing government ministries and departments, simplifying and expediting managerial systems and processes, and clarifying or specifying duties, setting standards of performance for each and every position, developing an effective system of accountability, improving skills and attitudes of public servants, and developing an open system of performance appraisal and of a

pragmatic need related to manpower planning and budgeting etc.

The Minister posed a number of questions to the participants, such as: Are the present public administration and management concepts and practices realistically adapted to the national needs and priorities? How can public administration and management be adjusted to suit the present socio-economic and development goals of African countries? What improvements have been made in public administration of African countries? Has the development of the worker (a key factor in an organization), been adequately addressed, especially with regard to boosting his or her abilities, knowledge, attitudes and motivation? ■

Deliberations and recommendations

During the one week of deliberations, a total of eleven papers were presented covering various aspects of this year's theme: **Mobilization and Utilization of**

Resources for Effective Performance in Public Services. The point of departure was the broad assumption that the dominant development trend has tended to suggest declining capacity of institutions of all kinds in their ability to manage change. Against this assumption, a central concern of the

Roundtable was to identify the factors which have largely contributed to this situation, and to suggest the appropriate remedial actions, recognising of course, the unique circumstances of the individual countries.

— Problem areas —

Having explored a variety of themes and issues (conceptional and concrete), the Roundtable identified four problem areas as inviting further serious analysis with a view to identifying problems and suggesting how to address the same. The four areas identified were:

- (a) Human capacity strengthening and effective utilization in the public service.
- (b) Mechanisms and tools for facilitating the policy process.
- (c) Mobilization of revenue and the management of expenditure.
- (d) Institutional capacity building for conflict prevention, management and resolution.

A. Human capacity strengthening and effective utilization

Although the human resource is a critical element in the development process, several problems e.g. poor staff utilization and unfavourable service environments, still remain unresolved.

More often than not, recruitment and general management of manpower is based on considerations which have little to do with ability and capacity to perform functions of specific positions. Cases were cited of well trained professionals being assigned inappropriate tasks; of discriminatory

policies or attitudes in promotion; of training being carried out without proper needs assessment; of training opportunities being given to those who cannot benefit from training; of transfers being effected on unjustifiable grounds; underutilization of existing capacity, etc.

Cases were cited of the discrepancy between form and reality e.g. rules and procedures exist that few respect. In some cases, employees are expected to adhere to rules regardless of the likely consequences of their actions. Instances in which political interference has compromised efficiency and effectiveness are numerous, as are cases of non-merit considerations such as ethnicity and sectionalism. The resurrection of pluralist politics has created new problems. In particular, the operationalisation of the principles of civil service neutrality and impartiality in dealing with competing political interests in the society has proved to be difficult.

The working environment in many countries remains as difficult as it has been over the years. Tools and equipment required are generally in a state of disrepair, and over-crowding in offices is common, thus compromising concentration and productivity.

Although considerable efforts have been made to improve access to opportunities for women and other disadvantaged socio-economic groups, women still face restricted opportunities in training, promotion and responsibility.

— Recommendations —

In order to strengthen the human resource and make it effective, the Roundtable recommended the following:

1. *Non-Training Interventions*

1.1 Create an enabling environment for public service performance. The achievement of efficiency, effectiveness, quality output and higher productivity requires a working condition with:

(i) Minimum political interference and favourable service environment that will promote accountability, meritocracy, customer service, loyalty and commitment to the people in the performance of public servants, and safeguard women from discrimination and unfavourable working conditions.

(ii) Operational principles which emphasise professionalism, legal rational management practice and an organizational ethos which promotes good governance.

(iii) Attractive conditions of service operational facilities that are in good working condition, adequate supplies to facilitate operations, and welfare packages to motivate officials.

1.2 Allocate adequate financial resources to provide the necessary conditions for public service performance by attracting, and retaining officials with requisite competence. The conditions that are recommended in this regard are:

(i) Adequate compensation packages for public servants in order to motivate them and discourage moonlighting.

(ii) Well furnished suitable accommodation for public service organizations in order to enhance high performance.

(iii) Management systems which will promote excellence, high performance and quality output.

1.3 Instal and operate Management Information Systems which will enhance the ability of public service organizations to store and easily retrieve data for policy analysis and prompt decision making. Provide a leadership cadre that will promote human capacity

building and strengthening. This leadership cadre is to possess attributes which:-

(i) Inspires and motivates subordinates

(ii) acknowledges and rewards hard work and good performance by subordinates.

(iii) builds confidence in subordinates

(iv) reprimands and penalizes any wrong-doing by subordinates.

(v) avoids tendencies or actions that facilitate gender discrimination.

(vi) exhibits the qualities of probity, excellence, commitment, loyalty and service to the public in official and unofficial relations.

2. *Training Interventions.*

2.1 Training interventions are required to build and strengthen human capacity in areas where there are gaps. Paucity of trained and experienced personnel is acknowledged in areas such as:

(i) Policy analysis and management

(ii) Macro-economic policy analysis

(iii) Management of change

(iv) Management of technology for development

2.2 Several reasons explain this paucity which include brain drain, inadequate training facilities, inadequate funding of training institutions, inappropriate use of trained officials, and dissatisfaction with the output of training institutions.

Delegates recommended the following actions in order to mitigate the inadequacy in human capacity:

- (i) Recruitment processes to be reviewed and revamped in order to recruit only people with the required knowledge and competencies for a job without ignoring the need for gender sensitivity.
- (ii) The educational system should be reviewed in order to produce the calibre of persons needed in the public service and consciously achieve gender balance.
- (iii) Governments should build and strengthen human capacity in policy analysis, macro-economic management, negotiating skills, social and economic empowerment, and good governance.
- (iv) Public service managers must be fully involved in the design of training programmes for public servants.

2.3. Training institutions should be well funded to carry out their activities. Governments may seek bilateral or multilateral donor assistance if the national institution lacks facilities and competencies for specialised training.

B. Mechanisms and tools for facilitating the policy process

Organizational problems were the main bottlenecks identified. Many countries lack policy analysis institutions and capacities. Therefore, plans produced have no bearing on planned actions. The problem is accentuated by ministries which operate unilaterally thereby denying the planning process the badly needed cooperation and integration. This lack of cooperation leads to the exclusion of critical actors whose support and acquiescence is critical to successful programme implementation. Put differently, the planning process has often ignored the socio-political and economic feasibility studies. Poor

planning has resulted into poor project implementation guidelines, and a lack in responsibility, transparency and accountability.

— Recommendations —

To address the planning problems, a number of suggestions were made. These include:

- (i) Establishment of and strengthening of policy analysis units.
- (ii) Establishment of Centres of Policy Analysis and Management Training to support the policy analysis units and provide training opportunities for the key actors in the management of the policy process.
- (iii) Policy analysis and evaluation to be an on-going process.
- (iv) Democratization of the planning process to minimise possibilities of resistance, apathy or indifference at points of implementation.
- (v) Establishment of an Information Management System (MIS) to provide a reliable data base for realistic planning.

C. The mobilization of revenue and the management of expenditure

There is a widespread weakness in a resource base in many African countries. Where a resource base is relatively strong, mechanisms for mobilization are inefficient and ineffective. Individuals and groups with the ability to pay are often under assessed, and tax evasion through collusion is an institutionalized behaviour. In many countries, proper tax records are non-existent, partly because of the archaic tax collection procedures and to inefficient and or corrupt officials.

Consequently, revenues have failed to keep pace with escalations in

Government expenditure thereby creating fiscal deficits. These deficits are as high as 20% of GDP. This macro economics instability generates high inflation and balance of payment crisis.

— Recommendations —

With regard to the reform and mobilisation of domestic revenue, recommendations were targeted to strengthening the revenue base by:

- (i) Creating an enabling environment for wealth generation by implementing policy measures that would foster and facilitate indigenous entrepreneurship. A policy measure in this regard is promoting small and medium entrepreneurship.
- (ii) Widening the tax base by introducing mechanisms which will bring more people into the fiscal net like the Personal Identification Number (PIN) in Kenya.
- (iii) Introducing none consumption-based tax regions like the VAT in order to circumvent the loss of revenue that might arise as a result of the effect of some tax reform measures like raising the tax threshold.
- (iv) Provide training opportunities and adequate compensation to key personnel in the Ministry of Finance, Central Bank and other government financial agencies.
- (v) Strengthening the main revenue generating departments of the government through computerization, staff training and development, and attractive remunerative packages in order to enhance their efficiency.

Foreign disbursed resources (loans grants and investments)

The flow of these funds is usually influenced by the image of the recipient country or countries as perceived by donors. There are many donor countries with client states which are usually

from pg. 8

accorded preferential treatment. Where that is the case, and the flow is assured, some costs involved in the management of such resources were identified:

- (i) Too much time of senior officers is taken in negotiations and processing.
- (ii) Delays in disbursement often result in implementation distortions.
- (iii) Meagre national resources are diverted to meet debt obligations even in cases where loans have failed to perform.
- (iv) Problems of tied aid which deny the recipients the right to operate in a free market for goods and services financed through foreign aid.

To avoid some of these pitfalls, aid for its own sake should be avoided. African countries should instead build strong national capacities to negotiate with the donors. In the process, care should be taken to ensure that only aid that is likely to contribute to the attainment of the social and economic wellbeing of the majority of the citizens is negotiated for.

Management of Expenditure

The following recommendations were made:

- (i) Development of expenditure priorities should strictly reflect national needs and the resource capacity.
- (ii) Need to enforce discipline in financial management by insisting on transparency, accountability, and value for money.
- (iii) Modernization of financial management system by introducing and or strengthening financial management information systems.

However, final observation was made that the problem with financial resource utilization is not restricted to scarcity. A lot of money is collected that is never

surrendered. As reflected in official audit reports of many African countries, most of it is embezzled before any allocations are made.

D. Strengthening institutional capacity for conflict prevention, management and resolution

The Roundtable recognized the potential for destruction that is inherent in conflict of whatever nature. A cursory examination of the African scene presents a picture of a continent facing a variety of crises: political, economic, ethnic etc. of conflictual nature. Sources of these conflicts were identified and addressed as follows:

- (i) The tendency on the part of the big powers to intervene by taking sides in internal crises in Africa often becomes counter productive as it accentuates instead of moderate conflicts.
- (ii) Structural discrimination in distribution and access to scarce national resources by the holders of state power has often led to the struggle for the control of the state as the only security against possible exclusion.
- (iii) The perception of ethnicity as a source of 'social' security and ethnic groups as power blocks that bargain on behalf of members, naturally lead to the emergence of ethnic patrons whose behaviour contributes to the souring of inter-ethnic relations e.g. refusing to accept defeat in free and fair elections not won by their group and or allies.
- (iv) Discriminatory exclusion from the political process has often led to frustration and consequently to violent reaction.

The volatility of the political situation in the face of economic crisis is what has ensured conflictual interactions. In many countries, the

economy is characterized by declining productivity, rising cost of living, declining terms of trade, general poverty and therefore declining standards of living. The struggle for the state referred to above is usually intended to establish a "voice", determine exit options through improved access opportunities in a highly competitive situation.

The socio-political and economic crises often leads to institutional decline: general deterioration of organizational norms and service standards, intra-organizational conflicts, loss of morale, and depreciation and decay of facilities and assets. The totality of it all is general lethargy in the conduct of public business.

Recommendations

- (i) There is a need to democratise the international political environment by increasing the participation of African countries in organizations that handle conflict issues at international level.
- (ii) Creating and strengthening regional and national organizations to handle conflict issues (i.e. arbitration councils).
- (iii) Introduction of proportional representation in executive appointments at national level in order to modify the winner-take-all principle to suit the African reality.
- (iv) Implementation of democratic practices which have been agreed on in many countries but are rarely respected.
- (v) Depoliticalization of organizations by emphasizing entrepreneurial orientation. ■

Communique of the Seminar on Revitalizing and/or Setting up of AAPAM National Chapters Held at Hotel Intercontinental, Nairobi, Kenya 31st October–3rd November, 1994

Introduction

We the participants at the Seminar on Revitalizing and/or Setting up of AAPAM National Chapters organised by the African Association for Public Administration and Management (AAPAM) and funded by the Canadian International Development Agency/Management for Change Programme (CIDA/MCP) through the Institute of Public Administration of Canada (IPAC) and attended by representatives of the National Chapters of Cameroon, Ghana, Kenya, Malawi, Nigeria, Swaziland, Tanzania and Uganda as well as the Executive Director of IPAC and members of AAPAM Secretariat, make a number of observations, conclusions and recommendations which are contained in this Communique.

Whereas AAPAM has undertaken many activities diagnosing and advising on urgent development problems on the African continent, and published its findings in several forms for use by African Governments, these publications have not received the required attention, largely because the fora for discussing them have not been adequate.

Recommendations

Noting that such fora are to be provided by AAPAM National Chapters, and acknowledging the important assistance that AAPAM has given in the past and will continue to render in coming years particularly with reference to anticipating emerging problems and suggesting measures for overcoming them, and noting that such assistance could be considerably

enhanced through the establishment and/or revitalization of national chapters, the following recommendations have been made:

(i) Individual membership

There is need to review the requirements for membership such that the national chapters are not seen as restrictive. The membership should therefore be open to all administrative and management cadres in public and private sectors, scholars in relevant disciplines, management trainers, consultants and students. It should also include retired practitioners of administration and management and prominent leaders of the civil society.

(ii) Corporate membership

Corporate membership should not be limited to public bodies or private service organisations. It should include the industrial manufacturing conglomerates. There should be recruitment of members from International organizations based in member countries. These should include multinational corporations, International Agencies, etc based in a given country. The participants emphasized that non-nationals should be encouraged to join individual chapters.

(iii) Membership drive

National Chapters should clearly state what potential members stand to benefit in joining a chapter. As a strategy, National Chapters should identify contact points in targeted organizations. For example, in the civil service it may be more effective to approach the membership drive by selling the idea to the Ministry/

Department which in turn would pass the idea to other Ministries/Departments.

It is desirable that National Chapters produce and distribute brochures to potential members that inform and encourage them to join the chapter. These publications should be simple and precise.

A list of potential members should be prepared and invitation letters sent to them. Personal follow-up actions should be encouraged.

(iv) Contribution to government

The National Chapters shall promote professionalism in administration and management. It should also enhance the quality of public service performance.

(v) Legal framework

National Chapters shall be encouraged to develop their own constitutions and rules in accordance with Article 8 of the AAPAM constitution. A National Chapter should be registered in accordance with the laws of the country. The constitutions of National Chapters should try to provide for leadership succession such that the leadership does not extend for a period of more than two consecutive terms of office. This will allow for continuity and also groom others for leadership positions.

(vi) Programmes of activities

The participants recommend that between now and 1997 all chapters should seek to have permanent secretariats with some assistance from AAPAM. Activities to be designed and executed by national chapters should include the following:

- (a) Normal annual conferences, seminars, workshops.
- (b) Research and consultancy.



Group photograph of the participants at the AAPAM Seminar on revitalization and setting-up of AAPAM National Chapters held in Nairobi, Kenya from 31st October - 3rd November 1994. Mr. W. N. Wamalwa, President of AAPAM is No. 4 from left in front line. Also in the front line are Prof. A. D. Yahaya, Secretary-General, Mrs. Grace Wakhungu, General Manager, Kenya Re-Insurance and Mr. J. Gallimberti, Executive Director of IPAC

(c) Production of journals, newsletters and other publications.

(d) Award Nights to honour distinguished practitioners in the field of public administration and management.

(vii) Resource mobilization

The participants observe that resources required for effective National Chapter operations include:

- (a) Human.
- (b) Equipment and infrastructure - these being furniture, stationary, offices, etc.
- (c) Financial.
- (d) Enabling environment.

Participants therefore urged the secretariats of National Chapters to prepare comprehensive budgets to cover all these resources for their activities.

Funds could then be sourced through:

- (a) Central and local government's annual budgetary allocations.
- (b) Membership fees.
- (c) Start-up funds provided by the AAPAM secretariat.
- (d) Local offices of multilateral and bilateral agencies like UNDP, foreign missions etc.
- (e) Income generated from programme activities including sale of publications.
- (f) Donations or sponsorships from private organizations and individuals.
- (g) Fundraising activities relevant and workable in the particular country.
- (h) Loans and investments.

(viii) Networking

(a) Various levels of networking recommended were as follows:

(i) Within the country with existing associations.

(ii) National Chapters networking amongst themselves.

(iii) National Chapters networking with regional institutions.

(iv) The continental AAPAM office networking with existing chapters, institutions and individuals through AAPAM activities like seminars, conferences, the newsletter, publications etc.

(v) Individual relationships.

(b) Some mechanisms for networking include the following:

- (i) Those chapters already in existence and running activities should collaborate with each other.
 - (ii) Active chapters inviting others to their activities like conferences, seminars, workshops etc.
 - (iii) Sharing of information amongst chapters through journals, newsletters, seminars etc.
 - (iv) Networking should be encouraged between AAPAM chapters and country offices of international organizations and foreign missions.
 - (v) AAPAM secretariat printing membership cards for dissemination to National Chapters.
 - (vi) There is need for a data bank at the continental office on membership, country profiles, country activities etc.
 - (vii) Regional institutions like ECOWAS, PTA, SADC and, the Economic Community of Central African States, should be targeted for sensitization about AAPAM and for possible assistance.
 - (c) It was further recommended that a capacity be created in the AAPAM Secretariat to facilitate networking amongst AAPAM National Chapters.
- (ix) Immediate actions required**
- The participants strongly urged that the following actions be taken immediately:
- (a) On arrival back home, participants at this seminar should endeavour to present the report of the seminar to the appropriate authorities of the National Chapters.
 - (b) AAPAM secretariat should communicate the report of this seminar to National Chapters not represented at this seminar, and also those countries without National Chapters, and initiate necessary follow up action on recommendations in this report.
 - (c) Steps should then be taken to implement the recommendations of the seminar beginning with:
 - (i) The preparation of a recruitment kit, including a brochure.
 - (ii) Listing of potential members.
 - (iii) Packaging of important AAPAM documents for distribution.
 - (iv) Organizing appropriate meetings to disseminate information about AAPAM.
 - (v) Communicating with their neighbours with a view to revitalize or establish national chapters if they do not exist.
 - (d) AAPAM should print and disseminate more copies of the AAPAM Code of Ethics to National Chapters for use in awareness programmes as part of membership drives by National Chapters.
 - (e) In furtherance of expansion of these activities AAPAM secretariat should make provisions for Francophone and Lusophone and Arabic speaking Africans to participate in AAPAM activities effectively.
 - (f) AAPAM secretariat should seek funds to assist National Chapters in their revitalization and/or start up activities. To this end, participants at this seminar and other AAPAM well wishers are enjoined to urge governments to pay the dues which they have pledged to AAPAM.
 - (g) Members of the AAPAM executive committee should pay working visits to National Chapters as soon as possible, and regularly thereafter. ■



In the course of the deliberations at the seminar. From left to right, Prof. Ali D. Yahaya, Secretary General AAPAM, Mr. William N. Wamalwa, President of AAPAM, Mr. Joe Galimberti, Executive Director IPAC.

NOTICE BOARD AAPAM/CAPAM AFFILIATION

AAPAM/CAPAM Affiliation Agreement

Dear Member,

I am pleased to advise that AAPAM has approved an affiliation agreement between AAPAM and CAPAM. This agreement allows an AAPAM member to join CAPAM at a discount of in excess of 50%. The membership brochure for CAPAM can be obtained upon request. It outlines the programs being developed for members.

The aim of CAPAM is to enhance Commonwealth co-operation, to

improve managerial competence, and organization excellence in government. CAPAM will exchange experiences on new developments and innovations in management in governments by building networks among top decision makers and administrators. CAPAM will provide rapid access to information on best practices in government administration.

The collaboration with AAPAM is a benefit to CAPAM as we will be able to learn from the experiences of AAPAM. It also has benefits for both organizations as AAPAM expands its

regional programs and we seek out the best management practices throughout the Commonwealth. This will provide unique opportunities to share these innovations with members.

In closing, if you need more information on CAPAM, please communicate with me by telephone, fax or in writing to:

Arthur L. Stevenson
Executive Director
CAPAM
150 Elington Ave. East, Suite 305
Toronto, Canada N4P 1E8

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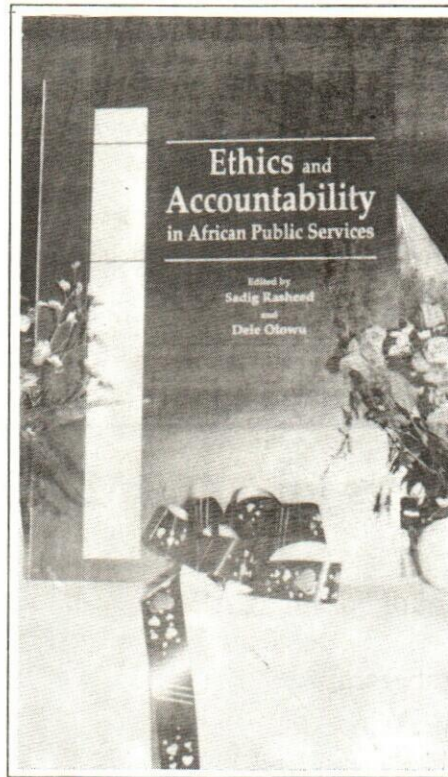
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"Ethics and Accountability in African Public Services"

Edited by Dr. Sadig Rasheed and Prof. Dele Olowu

In line with one of AAPAM's main purpose, i.e. "develop an increasing appreciation of the value and importance of Public Administration and Management in Africa", AAPAM has launched its latest publication, *Ethics and Accountability in African Public Services*. The colourful ceremony took place at the Inter-Continental Hotel, in Nairobi, Kenya on 29th November, 1994. The launching ceremony was undoubtedly a key attraction of the 16th Roundtable Conference and invitees included not only conference delegates, but also, other publishers within Kenya. The Minister for science and technology, the Hon. Z. T. Onyonka, who was the official guest of honour, was represented by the Permanent Secretary in the same ministry, Prof. Karega Mutahi. This publication contains a selection of papers from two senior policy workshops sponsored by the United Nations Economic Commission



for Africa (UNECA) within the framework of its Special Action Programme for Administration and Management (SAPAM and AAPAM) 1991. The papers not only discuss the state of ethics and accountability in African public services, but also, propose remedies in the short and longer terms, namely:

- Articulation of widely accepted ethical codes
- Education and training in public services
- Promotion of internal organizational reforms in African public services
- Strengthening public accountability in institutions within intervention strategies, in African public services
- Research on the most effective strategies in African public service.

Books in the pipeline

Public Enterprises, Privatisation and Entrepreneurship Series. Five (5) monographs on Kenya, Uganda, Tanzania, Nigeria and Botswana

For more information please enquire from the AAPAM secretariat in Nairobi.

Book corner

Beginning with this issue, the AAPAM Newsletter will now carry brief descriptions on AAPAM Publications. Orders and queries should be mailed back to AAPAM. Please detach entire brochure from the centre of this newsletter and use it to mail your orders.

Editorial

AAPAM welcomes queries and comments from readers. Please include forwarding address.



Launching of the book on Ethics and Accountability in African Public Services at Hotel Inter Continental, Nairobi on 29th November 1994. Those in the picture are Prof. Karega Mutahi, Permanent Secretary in the Ministry of Science, Technical Training and Technology who was chief guest, Mr. William N. Wamalwa, President of AAPAM, Prof. Ali D. Yahaya, Secretary-General AAPAM, (extreme left) and Dr. James Nti, Deputy President of AAPAM.

Subscription Form

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AJPAM is a bi-annual publication of AAPAM. Manuscripts focusing on problems of public/administration in Africa are invited from all parts of the world. Contributions which are based on experiences outside Africa but providing useful comparative lessons are also welcome. The typing must be double spaced, and the length should not exceed 4,000 words.

Contributions should be forwarded to:

M. Jide Balogun, Editor, AJPAM, PO Box 3005, Addis Ababa, Ethiopia.

African Association for Public Administration and Management

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Administration and Management
PO. Box 48677, Nairobi, Kenya
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To _____

