



AAPAM

NEWSLETTER

THE AFRICAN ASSOCIATION FOR PUBLIC ADMINISTRATION AND MANAGEMENT

NEWSLETTER NUMBER 69

JANUARY - JUNE 2008



The 2nd Deputy Prime Minister and Minister of Public Service, Uganda, Rt. Hon. Henry M. Kajura, (centre) and the Chairman, Health Service Commission of Uganda, Prof. George Kirya (second right) sharing a light moment with the Chairman of the Uganda Public Service Commission, Prof. Patrick J. Muzaale, (extreme left) after the official opening of the Workshop for the African Public Services Commissions held in Kampala, Uganda, 7-11 April 2008

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**TO NONE WILL WE DENY SERVICE
TO NONE WILL WE DELAY SERVICE
TO NONE WILL WE PERVERT SERVICE**

The AAPAM Newsletter is published tri-annually in English. It deals with topical issues on public administration and management in Africa and communicates news and events about AAPAM to its members. The Newsletter is published with the financial support of the Canadian International Development Agency (CIDA), received through the Institute of Public Administration of Canada (IPAC).



WHAT IS AAPAM ?

The African Association for Public Administration and Management (AAPAM) is an International Professional Organisation that promotes best practice, excellence and professionalism in Public Administration and Management in Africa through Research, Publications, Training Seminars, Conferences and Awards.

EXECUTIVE COMMITTEE

President

Mr. John Mitala,

Head of Public Service and Secretary to Cabinet, Government of Uganda

Deputy President

Mr. Tlohang Sekhamane,

Government Secretary
Head of Civil Service & Cabinet Secretary
Government of the Kingdom of Lesotho

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Vacant

Patron

Hon Dr. Pontso M. Sekatle

Minister of Local Government,
Government of Lesotho

Secretary General

Dr. Yolamu R. Barongo

WHO ARE MEMBERS OF AAPAM ?

- High Level Public Policy Decision Makers, both appointed or elected.
- Top Administrators in the Public Service of African Governments.
- Top Managers in both Public and Private Sectors.
- Management Consultants
- Public Policy Management Institutions/Organisations.
- Management Development Institutes (MDIs).
- Business Schools/Institutes and University Faculties teaching disciplines of Business, Administration and Management.
- Civil Society Organisations interested in promoting or monitoring Public Sector Performance Management.
- Representatives of International Organisations and the Donor Community having interest in development issues in Africa.

WHAT ARE THE BENEFITS FOR MEMBERS ?

AAPAM Membership consists of three categories:

- African Governments who pay subventions or grants to AAPAM.
- Corporate Member, being an Institute, Organisation, Association or Group sharing more or less similar interests as those pursued by AAPAM.
- Individual Member interested in the activities of AAPAM.

ALL PAID UP MEMBERS RECEIVE THE FOLLOWING SERVICES AND PRODUCTS:-

- Free copies of AAPAM Publication, i.e a Journal published biannually and a Newsletter published quarterly.
- Attendance of Conferences organised by the Association at discounted rates of registration fees.
- Copies of a report of the Annual Roundtable Conference.
- Facilitation of exchange programmes to enable Individuals or Groups of Top Public Officials and Managers to visit other countries in Africa to share learning experiences.
- Involvement, in accordance with required expertise, in the Association's consultancy activities.

Interested in joining AAPAM ?

Please see the membership application form and information about the structure of subscription on Page 15 of this newsletter.

AAPAM COUNCIL

- **All Executive Committee Members**
- Representatives of Corporate Members being:
 - The Bank of Uganda
 - National Institute of Public Administration (NIPA), Zambia.
 - Ghana Institute of Management and Public Administration (GIMPA)
 - Kenya Institute of Public Administration.
 - Mzumbe University, Morogoro, Tanzania.
- **Representatives of Individual Members being:**
 - Mr. Joseph O. Dada, Administrative Staff College of Nigeria
 - Ms Njoki Kahiga, Directorate of Personnel Management, Office of the President, Kenya.
 - Mrs Thecla W. Shangali, Public Service Commission, Tanzania.
- Director M.L. Wahab, South African Police Service, Pretoria, South Africa.
- Mr Sandile B. Ceko, Secretary to Cabinet and Head of Public Service, Swaziland.
- Editor and Chairman of Editorial Board, African Journal of Public Administration and Management (AJPM).
- **All Chairpersons of National Chapters**

THOSE ELECTED ARE TO SERVE FOR THREE YEARS FROM DECEMBER 2005

LETTER FROM THE PRESIDENT

Dear Members,



Mr John Mitala

On behalf of the Executive Committee, I take this opportunity to once again send you warm greetings. In this communication, I wish to brief you on some developments that have taken place recently and those planned to take place in our Association during the remaining part of this year.

First, you will recall that the 29th Annual Roundtable Conference was hosted by the Government of the Royal Kingdom of Swaziland in Mbabane from 3rd to 7th September 2007. That Conference was a very successful event. There were several factors that accounted for that success. The first was the excellent facilities and the logistics that were provided by the Government of Swaziland. The social events that were arranged for the delegates by the Government, that included the witnessing of the great Swazi cultural event – the Reed Dance – made the Conference environment exceptionally refreshing. The second was the generous financial support that was accorded to the Conference by our partners in development. Thirdly, the Swaziland Roundtable witnessed the successful implementation of our new programme, the AAPAM Awards Programme. Two awards were presented at that Conference, namely, the AAPAM Gold Medal for Excellence in Public Administration and Management and the Innovative Management Award. The fourth factor was the enthusiasm and interest that were shown by our members and supporters who turned up in large numbers to participate in the Conference.

The Executive Committee is grateful to the Government of the Royal Kingdom of Swaziland, the donors and our members for having contributed so much in making the 29th AAPAM Roundtable Conference so successful. The Secretariat is working on the Conference Report which is to be printed and distributed in due course.

Secondly, I would like to remind you of our forthcoming 30th Roundtable Conference. It is already known that that Conference will be hosted by the Government of the Republic of Ghana in Accra from 6th to 10th October 2008. I believe that by now you have received an invitation and the Aide Memoire for the Conference and therefore, you are aware of the matters that will be discussed. Additionally, that Conference has another important aspect to it. This is because the present term of office of both the Executive Committee and the Council will end at that Conference and the General Assembly will hold elections to elect new office bearers for those two important leadership organs of AAPAM. I am, therefore, inviting members to attend the Ghana Roundtable in big numbers because, in addition to your contributions to the Conference's agenda of promoting knowledge exchange and the sharing of learning experiences, you will also be called upon to take part in deciding the future leadership of our Association for the next three years.

Thirdly, I wish to inform members that AAPAM and the Institute of Public Administration of Canada (IPAC), with the financial support of the Canadian International Development Agency (CIDA), organised and implemented a Workshop for the African Public Service Commissions and Other Appointing Commissions/Authorities. The pioneering Workshop was held in Kampala, Uganda, from 7th to 11th April 2008 and was attended by some 200 delegates from all over Africa. It was, indeed, the most successful AAPAM event besides the Annual Roundtable Conference. One of the by-products of the Workshop was the formation of an association known as

the Association of African Public Services Commissions.

Let me take this opportunity to say something of a personal nature. I was first elected unopposed by you as President of AAPAM during the General Assembly that convened at the 24th AAPAM Annual Roundtable Conference held in Maseru, Lesotho in November 2002. This was for a term of three years. Three years later, at the Roundtable held in Livingstone, Zambia in December 2005, I was re-elected unopposed to the same position for a further term of three years. At the 30th Roundtable in Accra, Ghana, in October this year, I will have served two terms of three years each, making a total of six years. This is the maximum permitted by our Constitution.

Although I will make a farewell statement in Ghana, for those who may not be there, I wish to take this opportunity to thank you for electing me to lead the Association for six eventful years and for all the support given to me and the entire Executive Committee during this period. Your support was central to all that we have been able to achieve. Where the Executive Committee might have failed to meet your expectations, I take responsibility with humility.

Finally, I wish to appreciate the support which AAPAM has, over the years, continued to receive from governments and members, both Corporate and Individual. I have no doubt in my mind that the support will continue especially by meeting our financial obligations regularly and in a timely manner.

I wish all of you good health, peace, prosperity and good luck in all that you are doing for your countries and your good selves. I look forward to meeting you in Accra, in October 2008.

Thank you and God Bless.

John Mitala
PRESIDENT

30TH AAPAM ROUNDTABLE CONFERENCE, ACCRA, GHANA

6TH – 10TH OCTOBER 2008

The 30th AAPAM Roundtable Conference will be hosted by the Government of the Republic of Ghana and held in Accra from 6th to 10th October 2008. The conference deliberations will focus on the theme:

Enhancing the Performance of the Public Service in a Developmental State. Below is an abridged version of the Aide Memoire for the conference. The full version may be accessed on the AAPAM website: www.aapam.org □

CONDITIONS OF THE AFRICAN PUBLIC SERVICE TODAY

Twenty years ago, as Africa experienced a major economic crisis arising from a world-wide economic recession, there was some thinking that the Public Services in Africa were too strong and overbearing, resulting in the suffocation of other societal players, like the private sector and civil society. Calls were made to contain and check the scope of the state, including the public service. Efforts were directed at containing them that included reducing their size and costs.

Today, it is realized that the diagnosis was mistaken; on the contrary, African states as well as their public services were weak. As is the case in all parts of the world, a strong state has to provide security, build infrastructure, staff public schools, control traffic and punish wrong doers. It is a common fact that most African countries are characterized by their inability to undertake such mundane functions effectively. That is not a good indicator of a strong state/public service but rather of a weak one. The weaknesses are reflected in the size and composition of the public service in relation to the tasks at hand; their capabilities, capacities and competences; the manner in which they are managed and supervised; levels of motivation as well as their levels of performance. In

addition, the level of their autonomy in relation to the political class has been declining. Unless these conditions are improved, African public services will be ill prepared to effectively contribute to the realization of a developmental state.

In recognition of the imperatives for strengthening the public service, most African states have, in the last one and a half decades, embarked on reforming their public services to respond to the problems mentioned above, as well as to other developments in their environment. The reform efforts were partly informed by ideas from the New Public Management Paradigm. There have been variations in the levels of success among Africa's countries. On the whole, however, there is a notable progressive improvement in the condition of the African public services. The 30th AAPAM Roundtable Conference will review the progress made by African countries in enhancing the performance of the public services over the last decade or so and identify the challenges that are ahead of the public service reform agenda.

ROUNDTABLE OBJECTIVES

In recognition of the very critical role which the public service has to play in implementing development policies, the 30th Roundtable will explore the difficulties, possibilities and modalities for enhancing the role of the public service in a developmental state. To achieve this overall objective, the participants will:

- (a) Explore the historical development of the African public services over time and identify major issues that have affected their performances;
- (b) Examine measures which have been taken by African countries to address the institutional weaknesses of the public services over time, identifying achievements and

difficulties encountered as well as lessons learnt

- (c) Examine the applicability of the measures taken by the Newly Industrialized Countries like Singapore, Hong Kong, Malaysia and Indonesia to strengthen their public services that made them to spearhead development.
- (d) Provide an opportunity to participants to learn from each other and from countries case studies the merits and demerits of various innovative approaches to enhancing public service performance.
- (e) Provide opportunities to participants to discuss current and potential contributions of Research and Training Institutions in enhancing the role of public services in developmental states

EXPECTED RESULTS/OUTPUTS

It is expected that the 30th Roundtable will achieve its objectives and will succeed in providing the following outputs:

- (a) Identification of the modalities, difficulties and possibilities for enhancing the role of Public Services in developmental states
- (b) Identification of best practices with respect to enhancing the role of Public Services in developmental states
- (c) Appreciation of the gains recorded from the implementation of Public Service Reform programmes in Africa with respect to enhancing the role of Public Service in change management and social transformation.
- (d) Appreciation of the experiences from the Newly Industrialized States with respect to their successes and challenges in enhancing the role of Public Services.
- (e) Come up with an agenda for enhancing the role of Public Service in developmental states includ-

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ing the role of AAPAM in that endeavour.

ROUNDTABLE SUB-THEMES

In pursuit of the objectives and expected results, the following Roundtable Sub-Themes will be dealt with in plenary and in syndicate groups.

i. **The Historical development perspective of the Public Service in Africa**

This section will be devoted to an overview of the development of the public service in Africa, addressing the various legacies that have affected its character overtime, the internal changes that have taken place, the dimensions of problems it has experienced and its current status. Because Africa is not homogeneous, the authors and discussions will want to address variations among countries.

ii. **Addressing the Role, Scope and Size of the Public Service in Africa: Are the Methodologies and Approaches Appropriate?**

As mentioned in the Introduction there is a tendency to generalize that African states are undertaking too many roles, their scope of functions is too large and that as a consequence, the size of their public service is also too big. On the same hand, other analysts contend that given the nature of Africa's political economy, such assertions are simplistic and indeed the reverse may be true. The papers and discussions on this topic are expected to examine the validity of these contentions by looking at comparative experiences across the continent. The discussions may also address recent emerging consensus among the antagonists on this issue and how the consensus is affecting the resolutions of the issues on the ground.

iii. **Strengthening Human Resource Management: Challenges and Improvement Measures**

Ordinarily, the concept of public service includes structures,

institutions, processes and people. Of all these elements, the people are the life blood of the public service. Thus the performance of the public service depends significantly on how the public servants are managed i.e how they are recruited, deployed, trained and developed as well as rewarded. This area has tended to be neglected by most African governments except for a short spell after independence which mainly focused on addressing the issue of not having requisite numbers of personnel with right skills and competences. The issue was initially addressed through crash training programmes undertaken locally and abroad and the recruitment of foreign experts. The training element entailed setting up training institutions at tertiary levels. While these efforts ameliorated the problems, the expansion of the role and scope of public service demanded an increase in numbers, skill types and levels as well as competences which proved difficult to fulfill. The issues related to recruitment and motivation have, until recently, remained neglected by many countries. The authors and discussions will be expected to address the extent to which past and current measures in this area are effectively addressing the problems and what needs to be done in the future. Some of the papers could focus specifically on the role of Training and Research Institutions in this endeavor.

iv. **Pay Incentives and Rewards**

While pay incentives and rewards is part of human resource management issues, it seems to be the most neglected issue despite the fact that it has the greatest impact on the performance of the public servants and, in turn, the public services. For that reason the Roundtable should address this issue intensively. Authors and discussions should address this issue by presenting information on the nature of the problem, approaches used by African countries to handle it, problems encountered and the way forward. Writers with practical experiences in handling pay reforms are encouraged to prepare presentations

v. **Enhancing Public Service Accountability**

There is public outcry that the core values of the public services in most African countries, such as integrity, reliability, neutrality, honesty, trust, efficiency, confidentiality etc, are being eroded rapidly. The erosion of these values has led to embezzlement of public resources, wastages, nepotism, corruption, sexual harassment, compliance failure and poor quality of public services. Lately, some African governments have taken steps to enhance public service accountability through establishment of specialized oversight institutions and internal mechanisms for securing institutional and individual accountability. Authors and discussions will focus on assessing the extent to which African governments are taking steps in this direction and the success achieved.

vi. **Public Services for Developmental States in Africa: Lessons from NICs**

As mentioned earlier, the success of the Newly Industrialized Countries of South and South East Asia owes much to their having had strong and effective public services. The Roundtable Conference will benefit from case studies in this area. The authors and the discussions will examine the applicability of the measures taken by the Newly Industrialized Countries like Singapore, Hong Kong, Malaysia and Indonesia to strengthen their public services

vii. **Country Case Studies**

In addition to the thematic oriented papers, the Roundtable will benefit from country case studies. The authors will provide an overview of the state of the public service in the selected country and share with participants innovations adopted to enhance the performance of the public service.

THE CONDUCT OF THE ROUNDTABLE

The 30th Roundtable shall be conducted in Seven (7) Plenary Sessions and through Discussion Groups. The sessions will be designed to provide adequate time for well researched papers

to be presented consisting of overview papers and supporting papers which should include case studies of Best Practices and pragmatic solutions. Preference will be given to joint papers, especially those prepared by seasoned senior practitioners and academics working with young counterparts. The presentation of papers will be reinforced by small groups discussions working on parallel subjects to enable adequate participation by participants. This could, on the basis of the number of participants attending the Roundtable, lead to a situation where multiple numbers of small syndicate groups of 10 to 15 persons, work on the same sub-theme of the Conference. This measure will lead to the deepening of points and the confirmation/reaffirmation of the perspectives raised in different session papers

In order to achieve the foregoing objectives, writers will have to adhere to the time-table published for the preparation, approvals and finalization of papers. Special notice has to be taken regarding the need to subject papers to peer review and that only those that clear that hurdle and have the necessary comments incorporated in the reviewed papers will be accepted for presentation. Note also should be taken that while the papers have to be practice-based, they will have to be sufficiently academic, with references where applicable. Non-researched opinions may be shared during the discussions at the Conference but not as formal presentations. Some overview and lead papers will be commissioned.

PARTICIPATION

The following categories of participants are expected.

- (a) High-level representatives of the Executive and Legislative Branches of African Governments.
- (b) Senior Civil Servants and Chief Executives or Senior Managers in Public and Private organisations.

- (c) NGOs and Civil Society organisations interested in issues of development in Africa.
- (d) Scholars in public policy, public administration, development and business management.
- (e) Leaders of Women Organisations, Employers and Manufacturers Associations, Trade Union leaders and Farmers Associations.
- (f) Leaders of Business, Commerce and Trade organizations
- (g) Leaders in the Banking and Investment sectors
- (h) Representatives of Donor Agencies funding development programmers in Africa.
- (i) Representatives of the United Nations, African Union, NEPAD, COMESA, ECOWAS, SADEC, EAC and other Regional Groupings.

CALL FOR PAPERS AND GUIDELINES FOR SUBMISSION OF PAPERS

Persons wishing to write papers on the various sub-themes are hereby invited to immediately notify the AAPAM Secretariat by sending not more than 500-word abstracts (synopses) of the papers that they intend to present. In addition, the anticipated outline and whether it will involve researched case study should be indicated, as that will influence the selection process. On receipt of the abstract, the Secretariat shall notify the person if he/she can proceed with the writing of the paper.

REGISTRATION

The registration fees are as follows:

Membership Status	Applicable fees if paid before 31st August 2008	Applicable fees if paid after at conference venue
Member	US\$220.00	US\$270.00
Non Member	US\$270.00	US\$320.00
Accompanying Person	US\$120.00	US\$ 170.00

Participants from the host country will pay seventy (70) per cent of the applicable rates and are not subjected to the 31st August deadline.

Payment can be made by international money order or banker's cheque and sent to the Secretary General at the address given below. Payment by bank transfers should be net of bank charges and sent to the following AAPAM Account.

AAPAM A/C FCY 402 001 016
 KENYA COMMERCIAL BANK
 MILIMANI BRANCH
 P.O. BOX 69695, NAIROBI
 TEL; +254 20 2719433/2719434,
 2719470
 FAX: +254 20 2729942
 SWIFT CODE: KCBLKENXA

ROUNDTABLE ENQUIRIES

Further information on the 30th Roundtable Conference can be obtained from the AAPAM Secretariat at the following address:-

The Secretary General

African Association for Public Administration and Management
 Britak Centre, Ragati/Mara Roads
 P.O. Box 48677, 00100 GPO
 NAIROBI, Kenya.
 Tel. +254 020 2730505, 2730555
 Fax: +254 020 2731153
 Email: aapam@aapam.org

Please also visit the AAPAM Website: www.aapam.org for more information about the Conference.

WORKSHOP FOR THE AFRICAN PUBLIC SERVICES COMMISSIONS

KAMPALA • UGANDA

7 – 11 APRIL 2008

A Workshop for the African Public Services Commissions was jointly organized by the African Association for Public Administration and Management (AAPAM) and the Institute of Public Administration of Canada (IPAC) and held in Kampala, Uganda from 7th to 11th April 2008. It was hosted by the Uganda Public Service Commissions with the support of other Appointing Commissions/ Authorities in the country. About 200 delegates drawn from seventeen African countries and some international organizations attended the Workshop. At the end of the five-day meeting the following statement was issued by the delegates □

The first ever Workshop for the Public Service Commissions and other Appointing Commissions/Authorities in Africa was held from 7th to 11th April 2008 in Kampala, Uganda. It was attended by delegates from Angola, Botswana, Ethiopia, Ghana, Kenya, Lesotho, Malawi, Mauritius, Namibia, Nigeria, South Africa, Southern Sudan, Swaziland, Tanzania, Uganda, Zambia and Zimbabwe. Delegates comprised of Chairpersons, Deputy Chairpersons, Commissioner and top level Executives in the Public Services Commissions and Ministries of Public Service. In attendance were also delegates from the United Nations Department of Economic and Social Affairs (UNDESA), the East African Community (EAC), the Institute of Public Administration of Canada (IPAC) and the African Association for Public Administration and Management (AAPAM)

The Workshop was opened with statements from the Chairperson of the Public Service Commission of Uganda, Professor Patrick John Muzaale, IPAC Representative, Ms. Regan Mancini, the AAPAM President and also Head of Public Service and Secretary to Cabinet of Uganda, Mr. John Mitala,

the Deputy Secretary General (Finance and Administration), of the East African Community, Dr Julius Rotich, and the Chief Guest, the Second Deputy Prime Minister and Minister for Public Service of Uganda, Hon Henry Muganwa Kajura. All speeches underlined the importance of this pioneering Workshop and reaffirmed the commitment of the respective stakeholders to the process as a major means of enhancing and improving Public Service Performance in Africa.

The theme of the Workshop was Good Governance: The Role of Appointing Commissions. A wide range of topics relevant to the needs and interests of the Public Services Commissions were discussed under this theme.

The Workshop was intended to contribute to the advancement of the goals of the AAPAM/IPAC Partnership Project which aims at promoting Good Governance in Africa through the strengthening Public Service Institutions. The major objective of the workshop was to enhance the capacities of Public Service Commissions and other Appointing Authorities in Africa in the performance of their vital functions in managing the Public Service. The workshop, therefore, provided a

forum for exchange and the sharing of knowledge and learning experiences among the top level leadership of the various Appointing Commissions and Authorities in Africa. A draft report of the Workshop was produced and adopted by the delegates.

During the conference, the delegates agreed and formed an Association to be known as the Association of African Public Services Commissions. They further agreed to sustain the initiatives of the pioneering Workshop by holding similar meetings at least once a year. The interim leadership of the newly formed Association was assigned with the responsibility of organizing future Workshops with the support of African governments and development partners.

In conclusion, the delegates expressed their gratitude to the Uganda Public Service Commission and the Other Appointing Commissions/ Authorities in the country for hosting the Workshop; to the Canadian International Development Agency (CIDA) for the financial support given; to AAPAM and IPAC for their initiatives in organizing the Workshop and to UNDESA for the valuable support and facilitation of the Workshop.



A section of delegates who attended the Workshop

WORKSHOP FOR THE AFRICAN PUBLIC SERVICES COMMISSIONS IN PICTURES

A CROSS SECTION OF THE DELEGATES WHO ATTENDED THE WORKSHOP



AAPAM AWARDS PROGRAMME

AAPAM GOLD MEDAL

As reported in the last Newsletter No. 68, Professor Adebayo Adedeji CFR was the first recipient of the AAPAM Gold Medal that was awarded to him at the 29th AAPAM Roundtable Conference held in Mbabane, Swaziland, 3 – 7 September 2007. In this Issue we publish his acceptance speech □

On July 31 2007, I received a telephone call in Ijebu-Ode, Nigeria, from the President of the African Association for Public Administration and Management (AAPAM), Mr. John Mitala, informing me of my selection for this Award. A few days later, I received his formal letter conveying this message. In my letter of acceptance dated August 8 2007, I confirmed, with appreciation, my acceptance of the honour from AAPAM. I would like to say it here and now how much I appreciate this honour. I thank you all and particularly the leadership of AAPAM for remembering an “old fogey” like me. Thank you very much, indeed. God bless AAPAM!

It is now twenty two years since I handed over the Presidency of AAPAM. A founding member of the organisation who was “present at the creation” of this esteemed institution and was its first Vice-President, I became, perforce, its President de facto from 1972 to 1975. The Secretariat had to move from Nairobi to Lagos due to the relocation of Chief Oputa Udoji, our first Secretary-General. Our first president, Dr. Robert Ouko, also moved from Nairobi to Arusha to become an East African Community Minister. I was subsequently elected as AAPAM president in 1975 in the mountain kingdom of Lesotho, and was re-elected in 1980 so that by the time I insisted on the Association letting me go in 1985, I had served the organisation for over 12 years. I am indeed very happy that the Association has gone from strength to strength. It is now 36 years old and this is its 29th Roundtable. Let me congratulate you all on this achievement. We should all look forward to celebrating the organisation’s 40th anniversary with

a “big bang” in 2011! May the good Lord spare our lives for this historic occasion.

This is the second time that I am attending the AAPAM Roundtable since 1985. The first was in January 1994 when I was invited to inaugurate the David Anderson Address at the 15th Roundtable Conference in Banjul, the Gambia. It is always a pleasure for me to be in the AAPAM environment.

I cannot believe that it is almost twelve years since I was last in Swaziland: a country I still fondly refer to as “Africa’s Switzerland.” It was after all here in Ezulwini, meaning “heaven,” that African foreign ministers crafted the famous consensus on the continent’s position towards UN reform in February 2005. I was here to deliver the King Sobhuza II Memorial Lectures inaugurated by the University of Swaziland whose Vice-Chancellor, in 1995, was the indefatigable Professor Lydia Makhubu. His Majesty King Mswati III provided the lectures his royal patronage.

I am delighted that this 29th AAPAM’s Roundtable is focusing on the theme of Political and Managerial Leadership for Change and Development in Africa. The greatest value of these colloquiums, seminars and roundtables – too often erroneously dismissed by cynics as “talkshops” – is the ideas that they generate. People have too often underestimated the power of ideas while grossly overestimating the idea of power. Such people regard ideas as shadowy, innocent, and harmless and no more than epiphenomena. But nothing could be further from the truth. It is ideas which have invariably changed the world and led to industrial, social and political revolutions. It is ideas which have led to knowledge, made discoveries possible, and penetrated nature’s secret places. But we must always remember that ideas are also transient in the whirling flux of things: they vanish unless they are operationalised sooner rather than later.

Indeed, the failure to capture and operationalise ideas has constituted Africa’s Achilles Heel for decades, despite the many brilliant intellectuals the continent has produced. This is particularly true about leadership, I dare say, at all levels. The interactive sessions which you are planning to have at this Roundtable should be part of a process because the leadership deficit is quite extensive. Corporate leadership, leadership in the education sector (particularly at the tertiary level) are all essential in fostering change and development in our environment. They too should be engaged in the discourse. And what about religious leaders? Why has the incidence of poverty been considerably reduced in east and southeast Asia which are basically Buddhist and Hindu societies, while poverty has become even more pervasive and devastating in Africa which basically has what Kenyan political scientist, Ali Mazrui, famously described in 1985 as “the Triple Heritage” of Christian, Muslim and indigenous religions? Why is Africa the only continent not to have enjoyed a “Green Revolution” despite a large part of the continent having apparently been bequeathed with a “Protestant work ethic”? Swedish economist, Gunnar Myrdal, had postulated the exact opposite in the 1950s in his four-volume Asian Drama. He gave the Asians very little hope of achieving socio-economic transformation due to what he saw as their non-acquisitive and materialistic cultures and religions. On the other hand, Myrdal postulated that Christians, due to their Protestant ethics and acquisitive culture were likely to save highly, invest highly, work very hard, and consequently achieve rapid socio-economic development and transformation. Whereas the world has now witnessed and is still witnessing the “Asian drama” and the emergence of “Asian Tigers” such as South Korea, Malaysia and Singapore – and more recently China’s so-called “peaceful rise” to Great Power status – there has been no comparable “African drama” in sight. Can we therefore continue to ignore or discount the religious factor in Africa’s failure to transform

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AAPAM GOLD MEDAL

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its economy and society? The retiring Archbishop of Cape Town, Njongonkulu Ndungane, was quoted in Cape Town's Weekend Argus on September 1 2007 to have said at the special session of the Synod of the Diocese of Cape Town on August 30 2007 that "what we need is a recovery of the soul of the people... it is not the responsibility of the church to do the job of government." While respecting the social commitment of His Grace who has been active on international debt issues, it is fair to ask whether this is a sustainable proposition today?

No one now disputes the hypothesis that, as long as the failure to confront the

past and make a strategic turnaround persists, Africa's present will continue to be haunted by its past and sustainable development in politics, democracy, socio-economic development, and transformation, will continue to be a will-o-the-wisp as the continent stumbles around in an Alice-in-Wonderland dizziness. The past will continue to haunt the present and the future, and consequently, progress will be nigh impossible while accelerated pauperisation and immiseration remain the plight of what Frantz Fanon described as the "wretched of the earth."

In spite of the need to broaden the scope and complexity of leadership, there is no denying the fact that the deficiency in the quality of political leadership and the lack

of popular empowerment and participatory democracy is responsible for the plight of Africa. During the Roundtable, it is therefore essential to identify forthrightly the factors and qualifications for effective transformational and developmental leadership, and which attributes are missing which may need to be urgently cultivated and inculcated and what is needed to initiate the operationalisation process.

I wish this 29th AAPAM Roundtable every success. And once more I thank you for the honour of the AAPAM Gold Medal Award. As the South Africans often say: God bless Africa!



Professor Adebayo Adedeji flashing the AAPAM Gold Medal after it had been presented to him by His Excellency Absalom T. Dlamini, the Rt Honourable Prime Minister of the Royal Kingdom of Swaziland.

RAISING THE BAR OF EXCELLENCE IN THE MALAWI PUBLIC SERVICE¹

Introduction

The Government of Malawi has, since independence in 1964, put in place various strategies for promoting national development and reducing poverty on a sustainable basis. Up to 1994 the administrative and political structures remained centralized with a one party system of Government which had the President enjoying unlimited powers. As a result of the one party system, participatory processes that are necessary for responsive governance at all levels of government and civil society were weakened.

In 1994 a new multi party system of Government was ushered onto the scene in Malawi, which made the creation of wealth and poverty reduction the centre-piece of its development policy. It was realized right at the on-set of the multi party era that good governance was a necessary condition for the consolidation of democracy.

At the heart of the realization of national goals and aspiration was the public service, whose role as a tool for the attainment of such goals and aspirations became evident. The efficient and effective delivery of public services therefore became a key component of the national development agenda.

Government therefore developed key national policies and programmes that would be used as vehicles for the attainment of the identified national goals and aspirations.

Vision 2020

This was a process that developed a strategic vision that put emphasis on:

- (a) Rethinking the values and responsibilities of the state and redefinition

Bright Msaka

Chief Secretary of the Government of Malawi and Head of the Malawi Public Service

- of its basic instruments, restructuring it and refocusing it.
- (b) Rejuvenating and creating participatory process that are necessary for responsive governance.
- (c) Reforming and creating an efficiently and effectively functioning public sector.
- (d) Initiating sustainable decentralization.
- (e) Allowing and giving significant roles to private sector and civil society.

Under Vision 2020, the public sector was expected to take a lead and play a key role in the elaboration and attainment of the national vision.

Malawi Poverty Reduction Strategy

In order to operationalize Vision 2020 and to address deep rooted poverty, the Government of Malawi in 2002 developed a Malawi Poverty Reduction Strategy (MPRS). It was a comprehensive statement of the Government of Malawi's Policy that defined Malawi pro poor growth strategy and served as a focal point for Government efforts to reduce poverty and also as a framework for all Government interventions. It was a key instrument for programming, used by the Government, private sector, civil society and donors. The Malawi Poverty Reduction Strategy recognized and endeavoured to address the challenge that Government was facing in strengthening good governance and practices in order to eradicate poverty.

Malawi Growth and Development Strategy

Over a period of three years after the launch of the Malawi Poverty Reduction Strategy in 2002, poverty did not change significantly and this period was characterized by deterioration of people's living standards. This situation provided a lot of lessons for incorporation in the Malawi Growth and Development Strategy. The Malawi Growth and Development Strategy was hence developed as an overarching strategy for Malawi for five years from 2006/7 to 2010/2011 fiscal years. It is an operational medium term strategy designed to the nation's vision of socio-economic development that can result in eradication of extreme poverty. It serves as a single reference document for policy makers in Government, Private Sector, Civil Society, Donors and cooperating partners on the country's socio economic development priorities.

The Malawi Growth and Development Strategies identified six priority areas which define the direction the country intends to take in order to achieve economic growth and wealth creation with the result of eradicating poverty. The key priority areas are:- agriculture and food security, irrigation and water development and transport, infrastructure development, energy generation and supply, integrated rural development, prevention and management of nutrition disorders, HIV and AIDs.

The Malawi Growth and Development Strategy as can be seen has tried to translate the Millennium Development Goals (MDG's) for Malawi in a localized context as it tries to maintain a balance between economic and social indicators of the economy. The Malawi Growth and Development Strategy in the medium term is expected to bring about

¹Paper presented at the 4th Forum of Commonwealth Heads of African Public Service, Grace Country House Hotel, Magaliesburg, Gauteng, South Africa, 11 – 13 July 2007

prosperity, reduce poverty and achieve the Millennium Development Goals and make life better for all Malawians.

The Malawi Growth and Development Strategy has five thematic areas that represent a broad framework of the economic growth and development priorities for Malawi from which the six key priority areas outlined in the previous paragraphs were singled out to be areas where Government would concentrate its efforts in the short and medium term. The five thematic areas are:

- Sustainable Economic Growth
- Social Protection
- Social Development
- Infrastructure Development
- Improved Governance

With Government aspirations redefined into Malawi Growth and Development Strategy, the Malawi Public Service also started to reorient itself to fulfill the new agenda. It started to undertake public sector reforms as part of the governance improvement process. It embarked on the process of building capacity of the public sector so that it can systematically plan, implement and evaluate national programmes and processes with the specific objective of fostering sustainable national development and eradicating poverty based on the six key priority areas in the Malawi Growth and Development Strategy.

Malawi Public Sector Reform Initiatives

The above analysis provides the context within which past, current and future public sector reforms are anchored and justified. Government is undertaking public sector reforms as part of the governance improvement process. The main tenets of good governance are issues to deal with good public sector management, absence of corruption and fraud, decentralization, justice and rule of law, security, good corporate governance and respect of human rights. In endeavouring to address these concerns so as to achieve economic growth and social development, the public sector embarked on public sector reform programmes. The reforms focused on the

initiation of a process of rationalizing the roles and structures of the Government Ministries and Departments with the overall goal of improving efficiency, effectiveness and the economy of the public sector.

To initiate the reforms, the Government outlined its priorities and emphasis as the creation and attainment of a prosperous democratic, secure, peaceful and just nation within the framework of the country's constitution and laws, customs and traditions and applicable international treaties and conventions. The reforms are designed to respond to the imperatives of the Malawi Growth and Development Strategy and serve as a programme framework that sets national priorities with regard to public sector reforms.

Public Sector Management

Both structural and functional reforms have been initiated with an overall goal of improving efficiency and effectiveness in delivery of goods and services so as to stimulate economic growth required to combat extreme poverty.

Decentralisation

With a New Republican Constitution of 1995, the government of Malawi decided to decentralize some of central government's political power, functions and control over financial resources to local government. Decentralisation was embarked on:

- (a) As a tool to improve delivery of services to local people since local governments are close to the people hence are in a better position to know where financial resources ought to be invested.
- (b) To strengthen local democracy at grass roots level as it encourages people to participate in social, political and economic issues that directly affect them.

Much has been done since 1995 with the adoption of the National Decentralization Policy and passing of the Local Government Act through Parliament in 1998. This sequence of events led to:

- (a) Establishment of 40 local government authorities (assemblies)

- (b) Local elections were held in 2000 hence making local government effectively operational.
- (c) Central Government started in 2004 to directly transfer financial resources from Treasury to the Local Assemblies.

Public-Private Partnerships

At the outset of the multi-party era with demand of improved governance, the Government of Malawi embarked to transfer ownership of some services or functions to the private sector. In the regard, the Government of Malawi devised a policy, legal and institutional framework for privatization. It has also been noted along the years that there are some government services or private venture which can be funded and operated through a partnership of Government and one or more private sector companies (Public-Private Partnership).

Public – Private Partnerships in an activity that is already underway in Malawi but is fragmented and lacks necessary coordination. In this regard, the Government has embarked to articulate a comprehensive National Public-Private Partnership Policy. It is also realized that in order to implement the Policy there will be need of an Act of Parliament and also Public Private Partnerships Regulations which will provide guidance for the interpretation and implementation of such an Act. This direction is taken having realized that Malawi's economy urgently needs new investment in its infrastructure and public services as a key priority of its overall growth and development strategy. It is acknowledged that Public Private Partnerships offer an important opportunity to expand these investments and provide the Malawian public and other stakeholders a more accessible, reliable and efficient network of public services.

Currently, the Government has formulated a comprehensive plan to create a Public – Private Partnership Policy, legal and institutional framework. In the transition, the Malawi Privatization Commission which already has legislation (The Public Enterprise or Privatization Act) is overseeing the Privatization programme.

Performance Management and Public Service Delivery

In the Malawi Public Service, performance management is as old as the public service itself. For example:

- (a) In 1964 the Government introduced a confidential Reporting – Performance appraisal system.
- (b) In 1985 through a Herbecq report, the Performance Appraisal System was reviewed for improvement.
- (c) Since 2002 a more robust open Performance Management System was introduced for senior officers and for the rest of the public service an open performance management system is being developed.

The Malawi Public Service introduced the Performance Related Contracts for senior officers in 2000. The system was intended to improve productivity. To introduce Performance Related Contract Government had to obtain strategic plans from the Ministries and Departments.

Strategic Planning was in this case appreciated as a key management tool in the public service whose benefits include:

- Increased effectiveness as ministries and departments performance is enhanced as they meet their mandates and attain their delivery commitments.

- Increased efficiency as ministries and departments achieve better results on limited resources.
- Improved decision making based on coherent and detailed set of well devised plans.

The Performance Management Systems has registered some successes as well as challenges.

1. Successes in the implementation of the system include:
 - (a) There is a clear link of Ministry's Strategic Plans to achievements of the objectives of the Malawi Growth and development Strategy.
 - (b) It has provided of direction, sense of purpose and seriousness in the senior positions as officers are tied and committed to achievement of specific performance targets, resulting in improved service delivery.
 - (c) It has provided an opportunity for capacity building through orientation on the system, the actual work planning, assessment and operation of the system.
 - (d) It has resulted in targeted short term skills development programmes once performance gaps are identified.
2. The challenges in the implementation of the system:
 - (a) Inadequate resources to finalize development of strategic plans for the whole public service as the plans are crucial in the system.

- (b) Inadequate human and financial resources to fully manage the system

Integrated Public Service Delivery

The Malawi Public service delivery is integrated and the first point of integration is the Malawi Growth and Development Strategy which serves as a single reference document for policy makers in Government, the Private Sector, Civil Society, Donors and Cooperating partners on the country's social- economic development. The institutions are integrated as they devise their strategic plans and also as the various Ministries and departments adopt new information and communication technology to achieve good governance and also as tool to make governance more efficient and more effective.

The Malawi Public Service has implanted several systems under e-governance, for example, the integrated Finance Management Information System (2004) to enhance fiscal discipline and the Human Resource Management Information System to control establishment and management of the payroll. The systems were introduced to strengthen accountability and transparency, build sound economic development and hence transform service delivery.

AAPAM AWARD FOR INNOVATIVE MANAGEMENT

For the second year running, AAPAM will present its Award for Innovative Management to the winners at the 30th Roundtable Conference in Accra, Ghana, due to be held from 6th to 10th October 2008. This is an award that recognizes organizational achievement. Various institutions and organizations in the public sector compete for the award by entering the competition through the submission of their innovations. Thirty-nine submissions from ten African countries were received for the 2008 award. This is in contrast with seventeen submissions that were received for last year's award. After a rigorous evaluations, five finalists will be selected by an independent jury to present their innovations at the conference. Following the presentations, the first, second and third place winners will be presented with the Award. Presentations by the finalists will be one of the key highlights of the Roundtable Conference.

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